

# *Land Use Element*

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# I. INTRODUCTION

## A. BACKGROUND AND INTENT

The Land Use Element is basically concerned with how and where people will live, work, play and shop in Carlsbad. It involves providing sufficient land to meet the needs of the community over a long-term period, while at the same time preserving the quality and quantity of our natural environment. It also involves establishing the proper relationship between living areas and nonresidential land uses.

The Land Use Element represents the desirable pattern for the ultimate development of the City as can be presently determined. As new information becomes available, or circumstances change, this document may require amendment. Thus the element is not a final picture of the City in the future, but an expression of what is desired for the future based on present knowledge and circumstances, and as such is part of a continuous planning process.

This element also addresses the provision of adequate public facilities necessary to serve the land uses identified in the General Plan. These facilities include, but are not limited to, city administration, library, wastewater treatment, parks, drainage, circulation, fire service, schools, sewer collection, water distribution and open space. It is a basic principle of the General Plan that areas planned for residential, commercial or industrial use will not be put to such a use, nor zone changes or subdivision approvals considered, until the City can be assured that all necessary public facilities for the area to be developed can and will be available concurrent with need.

## B. STATE LAW

A Land Use Element is required by State law (Government Code Section 65302(a)). Under the State law, it is required to designate the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The Land Use Element

should also include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan.

The Land Use Element consists of both a narrative (written goals, objectives and implementing policies and action programs) and a graphic portrayal of land uses (Land Use Map). Both of these constitute the Land Use Element and represent the "Land Use Plan" for the City of Carlsbad. Neither should be amended without considering the impact on the other.

State law also permits the Land Use Element to address other subjects which relate to the physical development of the City. In this regard, Carlsbad's Land Use Element contains its program for managing the future growth which will occur in the City. This program is directed primarily at ensuring that an adequate level of public facilities will be provided at all times.

## C. RELATIONSHIP TO OTHER ELEMENTS

In differing degrees all of the elements of the General Plan contain goals and policies which relate to the Land Use Element. The Land Use Element has the broadest scope of all the elements and plays the central role of correlating all land use issues into a set of coherent development policies. All of the other elements contain policies, implementation measures and mapped information which relate to the Land Use Element in terms of establishing development procedures and modifying land use forms, and intensities based on distinct physical features in the City. Therefore, each element of the General Plan must be referred to for a complete understanding of the purposes, intentions and development requirements embodied in the Land Use Element. It is the policy of the City that the Land Use Element be consistent with and further the goals of all other elements of the General Plan.

## D. DEVELOPMENT CODE

Carlsbad's codes governing development include the Zoning Ordinance, the Environmental Protection Procedures Ordinance, the Subdivision Ordinance and the Uniform Building



Code. These Codes regulate development as follows:

1. The Zoning Ordinance (Carlsbad Municipal Code, Title 21) - This ordinance implements the General Plan by regulating the distribution and intensity of land uses in such categories as residential, commercial, and industrial. Written regulations establish standards for minimum lot size; building height and setback limits; fence heights; parking; and other development parameters within each land use. In the event of an inconsistency between the Zoning Ordinance and the General Plan, the General Plan shall prevail and the Zoning Ordinance shall be amended within a reasonable time so that it is consistent with the General Plan as amended. (Government Code Section 65860(c).

2. Environmental Protection Procedures (Carlsbad Municipal Code, Title 19) - This ordinance implements the California Environmental Quality Act and is intended to provide for enhancement and protection of the environment within the City by establishing principles, criteria, and procedures for evaluation of the environmental impact of public and private projects.

3. The Subdivision Ordinance (Carlsbad Municipal Code, Title 20) - This ordinance implements Section 66410 of the Government Code (the State Subdivision Map Act). Both set the procedures which regulate the division of land into smaller parcels. Both the General Plan and the Carlsbad Subdivision Ordinance govern the design of the subdivision, the size of its lots, and the types of improvements that will be required as conditions of approval.

4. The Uniform Building Code (Carlsbad Municipal Code, Title 18) - The purpose of this code is to provide standards to safeguard health, property and public welfare by regulating the design, construction, occupancy, and location of buildings within the City. This code is recommended to the state by the International Conference of Building Officials, adopted by the State and then adopted by local jurisdictions. A new code is published every three years with addenda published annually. As part of the local ordinance, the Carlsbad Building Code includes the uniform mechanical, plumbing and electrical codes. All residential, industrial and commercial

development must conform to the provisions of these codes.

*"The intent of the land use plan is to provide a full-service, balanced community where the needs of all the residents can be provided for, yet still have a cohesive urban form."*

## II. DESCRIPTION OF THE LAND USE PLAN

### A. CITY FORM AND FUNCTION

#### 1. UNDERLYING PRINCIPLES

The underlying principle of Carlsbad's "land use plan" is that the City will develop as a balanced community with a full range and variety of land uses. Although remaining primarily residential in nature, the City will provide places to shop, to participate in recreational activities, to enjoy nature, for both local and regional employment opportunities, and to experience the City's cultural amenities. The plan encourages a variety of housing types and densities to serve the needs of all income groups and lifestyles. It encourages a strong, viable economic base. It attempts to balance urban land uses with environmental features and open space.

#### 2. MAJOR FACTORS AFFECTING FORM

Carlsbad's future development pattern, like its historical development, will be influenced significantly by three major factors.

##### Factor 1: Land Forms

Carlsbad's native land form, like much of the Southern California coastal area, consists of an uplifted coastal plain across which east-west trending drainages have cut systems of alternating mesas separated by riparian valleys and canyons. At the ocean, the mesas terminate in coastal bluffs and the major drainages have formed lagoons. The low areas and mesa slopes



offer many constraints to development, arising not only from the frequently difficult soils and steep topography, but also from the presence of wet-land and riparian habitats which provide homes to a range of sensitive plant and animal species.

Two of the lagoons, Buena Vista and Batiquitos, and their associated east-west trending drainages, form the northerly and southerly boundaries, respectively, of the City. The third lagoon, Agua Hedionda, effectively divides the City into north and south sectors.

The upland areas and mesas, being less constrained, are more hospitable to development.

#### Factor 2: Airport and Nonresidential Corridor

McClellan-Palomar Airport, which completed construction in March, 1959, was built atop the mesa just south of the Agua Hedionda valley and lagoon. Oriented to take advantage of the on-shore winds, the runway lies on an east-west axis. The associated glide path, crash hazard, and noise impact areas around the airport significantly influence the type and intensity of development across the entire central area of the City. This area of influence extends generally in a broad band east and west of the runway, and, to a lesser degree, north and south of the airport. For reasons of health and safety, residential development and most institutional land uses (hospitals, schools, etc.) must be precluded from this area of airport influence. The result is that lands surrounding the airport can be utilized principally only for industrial and supporting commercial development.

This nonresidential corridor extends beyond the actual influence of the airport, all the way to the ocean and the mouth of the Agua Hedionda Lagoon. The extension comes about due to the proximity of the airport's influence area to the 640-acre utility corridor owned by the San Diego Gas and Electric Company for the Encina Power Plant and its associated major transmission right-of-way along the southerly shore of the Agua Hedionda Lagoon. Land within this ownership may be used only for industrial-scale utility functions and open space.

#### Factor 3: Regional Employment Center

As a result of the nonresidential nature required of the lands surrounding the airport, Carlsbad has designated and zoned most of these lands for industrial and, to a lesser degree, office development. The size of the affected acreage is very substantial, with the result that Carlsbad has created one of the largest inventories of aggregated industrial land and, correspondingly, one of the largest potential employment generators in North San Diego County. When fully developed, this generator will provide jobs not only in Carlsbad, but in the entire region as well. This role as regional employment generator will increasingly have major implications for the City's identity, its role in the region, and its future development patterns.

### **3. DEFINING FUTURE CITY FORM AND FUNCTION**

The above factors shape, and to a degree, limit the type of urban form that future Carlsbad may have. Due to the Agua Hedionda Lagoon (and its drainage), the airport and its influence area, and the power plant with its transmission rights-of-way, the City is effectively divided into northerly and southerly residential sectors. Further, the geographical center of the City is the airport, flanked easterly and westerly by a major Industrial, employment-generating corridor.

These facts suggest that the future development of Carlsbad cannot easily be based upon a traditional model utilizing a "downtown" commercial core (located in the Village) surrounded by residential areas and outlying industrial areas.

Rather, a more appropriate model, and the model upon which the Land Use Plan of this General Plan is based, is one of a centralized employment core (the airport/industrial corridor) supporting and supported by several adjoining residential communities, each of which is, and will continue to be, relatively self-contained, developing with its own special identity and character.

Within the larger defining context described above, the location and definition of these residential communities will be further determined by:



- Secondary landform features (drainages, open space corridors, proximity to the coast, etc.);
- Their spatial relationship to major transportation corridors;
- Their location with regard to major public facilities (community parks and schools);
- Prior development history (for existing communities like the Village and La Costa); and
- The master plan development process (especially in the southerly half of the city).

The plan calls for these residential communities to be designed and developed, and to function as relatively self-contained entities in terms of community services, yet simultaneously to contribute to the city-as-a-whole. Sufficient land is (or will be, in newer areas) identified and associated with each community to support a balance of neighborhood commercial and social services. Through its growth management plan the City will continue to assure the provision of the full range of basic public services. In addition to offering its special character to the larger city, each community may also provide special or unique services or amenities (a regional shopping center, a multi-mode transportation center, a major recreation facility, for example). In particular, those neighborhoods adjacent to the central employment core around the airport should provide residences and both general and specialized support services to the employees and enterprises of the core.

In addition to lending definition to the boundaries of the several communities, the landform of the City also provides Carlsbad with truly magnificent scenic and environmental resources. In particular, the lagoons, riparian valleys and canyons, and sage and chaparral-covered hillsides bequeath to the City a wealth of environmental riches. However, with this legacy comes the challenge and responsibility to husband and to protect these environmental resources at the same time that they are integrated into the future development pattern of the City. To this end, the Land Use Plan calls for a comprehensive and aggressive environmental resource management and open space preservation program (see the Open Space and Conservation Element). One of the major defining characteristics of the City form called for by the plan is an extensive network of interconnected greenways, wildlife corridors, parks, trails, and environmental preserves.

## B. GROWTH MANAGEMENT PLAN

*"All necessary public facilities...will be constructed or are guaranteed to be constructed concurrently with the need for them..."*

The transition period between what the City is today and what the ultimate, desired character of the City will be is most critical. An area of primary concern is the capability of the City to adequately serve growth as it occurs. To ensure that adequate public facilities and services are guaranteed at all times as growth occurs, the City developed a Growth Management Program which was subsequently ratified by Carlsbad voters in November, 1986. This program establishes citywide, quadrant, and Local Facilities Management Zones performance standards for eleven public facilities. The eleven public facilities addressed are city administration, library, waste-water treatment, parks, drainage, circulation, fire, open space, schools, sewer collection, and water distribution. The program requires that the appropriate public facilities must be available in conformance with the adopted performance standards in an area when new development occurs. Unless each of these eleven public facility standards have been complied with, no new development can occur.

Compliance is planned for and provided through a three-tiered or phased planning process:

Citywide Facilities and Improvements Plan - which adopted eleven public facility performance standards, defined the boundaries of twenty-five local facility management zones, and detailed existing public facilities and projected the ultimate public facility needs.

Local Facilities Management Plans - are prepared in each of the twenty-five zones and implement the provisions of the Growth Management Program. Plans for zones 1-6 were prepared by the City because these areas were highly urbanized, and there were no large undeveloped lands under a single ownership. Remaining zone plans will be prepared by property owners and then approved by the City within each zone. These plans phase all development and public facilities needs in accordance with the adopted





performance standards, provide a detailed financing mechanism to ensure public facilities can be provided, are reviewed by City staff for accuracy, and are approved by the City Council after a public hearing.

Individual Projects - must comply with the provisions of the Local Facilities Management Plans, as well as implement provisions of the Citywide plan. The third phase of the program includes the review of individual projects to ensure compliance with all performance standards prior to the approval of any development permits.

The Citywide Facilities and Improvements Plan, adopted in 1986, made an ESTIMATE of the number of dwelling units that could be built as a result of the application of the density ranges in the Land Use Element to individual projects. For the entire City at buildout, the ESTIMATE was 54,600 dwelling units or an ESTIMATED population of 135,000.

The purpose of this estimate was to provide an approximate ultimate number of future dwelling units and population citywide and for each quadrant for facility planning purposes. The City's Capital Improvement Plan, Growth Management Plan, and public facilities plans are all based on this estimate. To ensure that all necessary public facilities will be available concurrent with the need to serve new development, it was necessary to set a limit on the number of future residential dwelling units which can be constructed in the City based on the estimate. The City determined the maximum number of future dwelling units which could be constructed in the four quadrants along El Camino Real and Palomar Airport Road. The maximum number of future dwelling units which may be constructed or approved in each quadrant after November 4, 1986, is as follows: Northwest Quadrant 5,844; Northeast Quadrant 6,166; Southwest Quadrant 10,667; Southwest Quadrant 10,801. (Map 1: Maximum Future Dwelling Units by Quadrant).

When the Growth Management Program was ratified by Carlsbad citizens through an initiative, the voters mandated that the City not approve any General Plan amendment, zone change, tentative subdivision map or other discretionary approval which could result in future residential development above the limit in any quadrant.

This mandate will remain in effect unless changed by a majority vote of the Carlsbad electorate.

## C. LAND USE CLASSIFICATIONS

The land use classifications described herein and shown graphically on the Land Use Map (Map 2: General Plan Land Use Map) represent existing and expected land uses in the City at some future period of time, at total buildout of the City. The purpose of the Land Use Map is to serve as a diagram to graphically display the type, arrangement and relation of land uses planned in the City. It is not intended to be used to legally define or measure parcels of land. Table 1: Quantitative Breakdown of Land Use Map is a quantitative breakdown of the Land Use Map in approximate gross acres. Charts 1 and 2 provide a more visual representation of the number of acres designated for each land use category. The following are the land use classifications represented on the Land Use Map:

### RESIDENTIAL

- Low Density (RL) (0-1.5 dwelling units per acre)
- Low-Medium Density (RLM) (0-4 dwelling units per acre)
- Medium Density (RM) (4-8 dwelling units per acre)
- Medium-High Density (RMH) (8-15 dwelling units per acre)
- High Density (RH) (15-23 dwelling units per acre)
- R-30 (Residential 23-30 dwelling units per acre)

### COMMUNITY FACILITIES (CF)

### COMMERCIAL

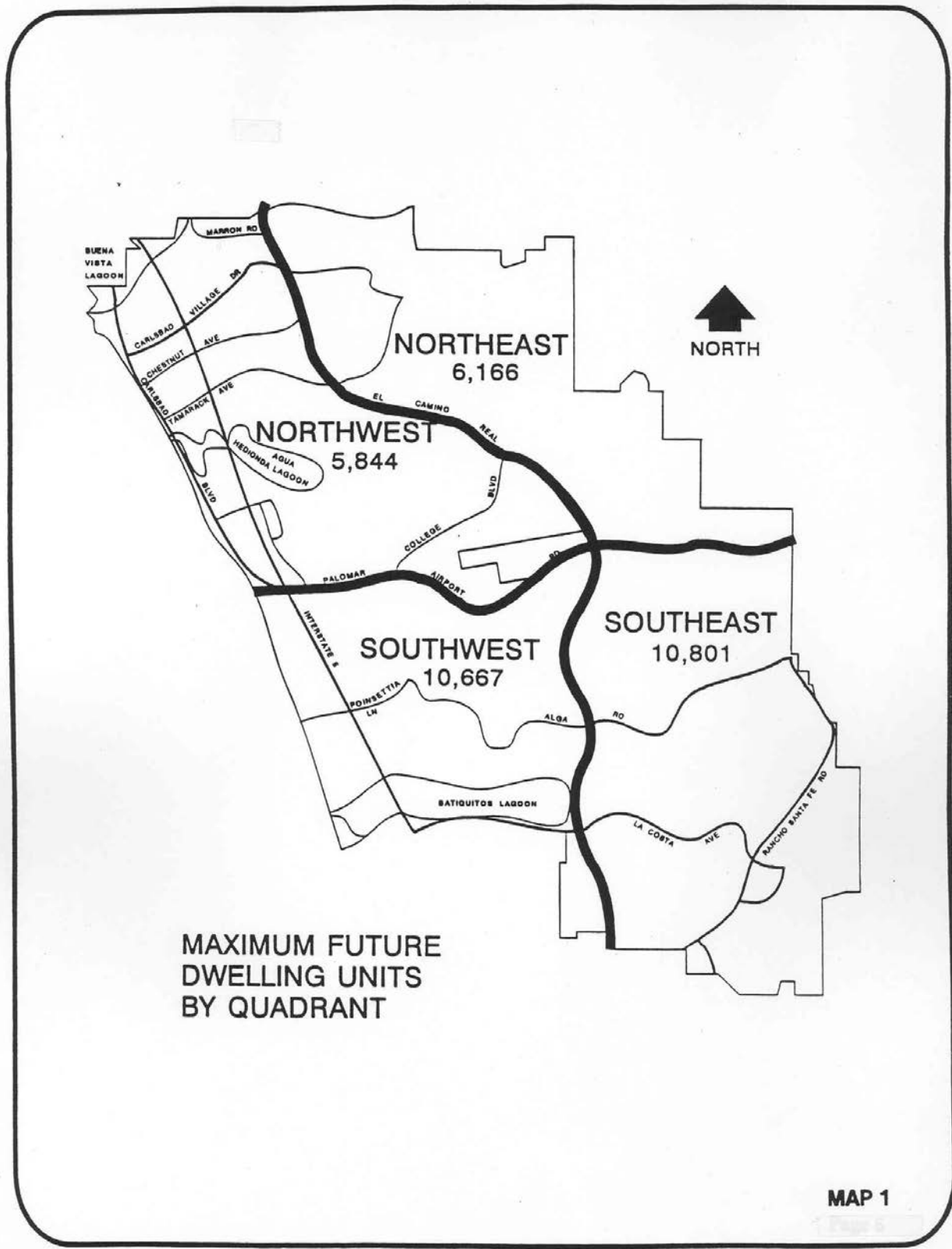
- Local Shopping Center (L)
- General Commercial (GC)
- Regional Commercial (R)
- Tourist/Recreation Commercial (TR)
- The Village (V)
- Office and Related Commercial (O)

### PLANNED INDUSTRIAL (PI)

### GOVERNMENTAL FACILITIES (G)

### PUBLIC UTILITIES (U)







For - Map 2 – General Plan  
Land Use Map



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## SCHOOLS

Elementary  
Junior High  
High School  
Continuation  
Private

## OPEN SPACE & COMMUNITY PARKS (OS)

## TRANSPORTATION CORRIDOR (TC)

## UNPLANNED AREAS (UA)

## COMBINATION DISTRICT

Within each land use designation, there exists the potential for certain unique land uses for which there are no specific designations. Such uses may include, but are not limited to churches, or hospitals. These and other unique types of uses cannot be automatically placed within any

*"A City which provides for a variety of housing types and density ranges to meet the diverse economic and social requirements of residents..."*

particular land use classification and must be reviewed on an individual site basis through the conditional use permit process (Title 21, Chapter 21.42, Carlsbad Municipal Code).

Discussed below are descriptions of the land use classifications including population density and building intensity permitted within each classification.

### 1. RESIDENTIAL

Density is the unit of measure used to compare and describe the intensity of residential land use. Different categories of density constitute policy statements used in establishing the public facility requirements for each area. Density allocations are not intended to specifically identify building types but rather intensity of use. The City's goals regarding the need for specific types of residential housing are contained in the Housing Element. That element should be referred to for more

detailed information regarding the housing needs of the community and an integrated set of goals, policies and programs to assist the community in meeting those needs.

Six ranges of residential density, as shown below, have been incorporated into the General Plan. Each of these categories is implemented by one or more zone classifications that contains specific site development standards. The City also has a specific mobilehome park zoning classification although individual mobilehomes are permitted in any residential land use classification.

Notwithstanding the density provisions and intent of each residential land use designation, as specified below, a one-family dwelling shall be permitted on any legal lot that existed as of October 28, 2004, and which is designated and zoned for residential use. Any proposal to subdivide land or construct more than one dwelling shall be subject to the density and intent of the underlying residential land use designation.

- a. **Low Density (RL):** Low density residential areas intended to be developed with one-family dwellings on parcels one-half acre or larger at a density between 0 to 1.5 units per acre. On sites containing sensitive biological resource, as identified in the Carlsbad Habitat Management Plan, development other than one-family dwellings may be approved with a planned development permit, subject to the density range of this designation.
- b. **Low-Medium Density (RLM):** Low-medium density residential areas intended to be developed with one-family dwellings at a density between 0 to 4 dwelling units per acre. On sites containing sensitive biological resources, as identified in the Carlsbad Habitat Management Plan, development other than one-family dwellings may be approved with a planned development permit, subject to the density range of this designation.
- c. **Medium-Density (RM):** Medium density residential areas intended to be developed with one-family dwellings, two-family dwellings and multiple-family dwellings at a density between 4 to 8 dwelling units per acre.



**TABLE 1**  
**QUANTITATIVE BREAKDOWN OF EXISTING LAND USE MAP**

LAND USE	TOTAL ACRES (GROSS)	% OF TOTAL (GROSS)	% OF LAND USE (GROSS)
<b>RESIDENTIAL</b>	<b>14,194</b>	<b>57</b>	
Low Density	1,798	7	12
Low-Medium Density	8,382	34	59
Medium Density	2,681	11	19
Medium-High Density	1,096	4	8
High Density	237	1	2
<b>NON-RESIDENTIAL</b>	<b>4,134</b>	<b>17</b>	
Intensive Regional Retail	119	0	3
Extensive Regional Retail	78	0	2
Regional Service	28	0	1
Community Commercial	222	1	5
Neighborhood Commercial	66	0	0
Travel Services	170	1	1
Central Business District	70	0	0
Recreational Commercial	142	1	1
Professional Office	221	1	1
Planned Industrial	2,169	9	14
Non-Residential Reserve	515	2	3
PI/RS/C/TS/U	87	0	1
PI/O	180	1	1
TS/C	67	0	0
<b>MIXED USE</b>	<b>144</b>	<b>1</b>	
RM/O	62	0	43
RMH/TS	33	0	23
RH/O	2	0	1
RH/C/O	47	0	33
<b>OTHER</b>	<b>6,316</b>	<b>25</b>	
Schools	513	2	8
Governmental	273	1	4
Designated Open Space	4,257	17	67
Public Utilities	158	1	3
Roads and Railroad	1,079	4	17
Public Rights-of-Way	36	0	1
<b>TOTAL CITY AREA</b>	<b>24,788</b>	<b>100*</b>	

Source: These numbers are based on information from 21 adopted Local Facilities Management Zone Plans and information from San Diego Association of Governments (SANDAG) for the four remaining zone plans. These figures are subject to revision upon amendment to these approved zone plans and/or approval of the remaining four zone plans. Numbers will be updated as the General Plan is updated.

\*Totals have been rounded off to the nearest whole number; zeros indicate areas of less than an acre.

**TABLE 1**

The above figures are from 1994.



Page 2 of 2

TABLE 1 QUANTITATIVE BREAKDOWN OF PROPOSED LAND USE MAP			
LAND USE	TOTAL ACRES (GROSS)	% OF TOTAL (GROSS)	% OF LAND USE (GROSS)
<b>RESIDENTIAL</b>	<b>14,194</b>	<b>57</b>	
Low Density	1,798	7	12
Low-Medium Density	8,382	34	59
Medium Density	2,681	11	19
Medium-High Density	1,096	4	8
High Density	237	1	2
<b>NON-RESIDENTIAL</b>	<b>4,134</b>	<b>17</b>	
Regional Commercial	224	1	5
Community Commercial	304	1	7
Neighborhood Commercial	66	0	2
Village	70	0	2
Tourist-Recreation/Commercial	313	1	8
Professional Office	221	1	5
Planned Industrial	2,174	9	53
Unplanned Areas	515	2	12
PI/O	180	1	4
T-R/C	67	0	2
<b>MIXED USE</b>	<b>144</b>	<b>1</b>	
RM/O	62	0	43
RMH/T-R	33	0	23
RH/O2	2	0	1
RH/C/O	47	0	33
<b>OTHER</b>	<b>6,316</b>	<b>25</b>	
Schools	513	2	8
Governmental	273	1	4
Designated Open Space	4,257	17	67
Public Utilities	158	1	3
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<b>TOTAL CITY AREA</b>	<b>24,788</b>	<b>100*</b>	
Source: These numbers are based on information from 21 adopted Local Facilities Management Zone Plans and information from San Diego Association of Governments (SANDAG) for the four remaining zone plans. These figures are subject to revision upon amendment to these approved zone plans and/or approval of the remaining four zone plans. Numbers will be updated as the General Plan is updated.			

\*Totals have been rounded off to the nearest whole number; zeros indicate areas of less than an acre.

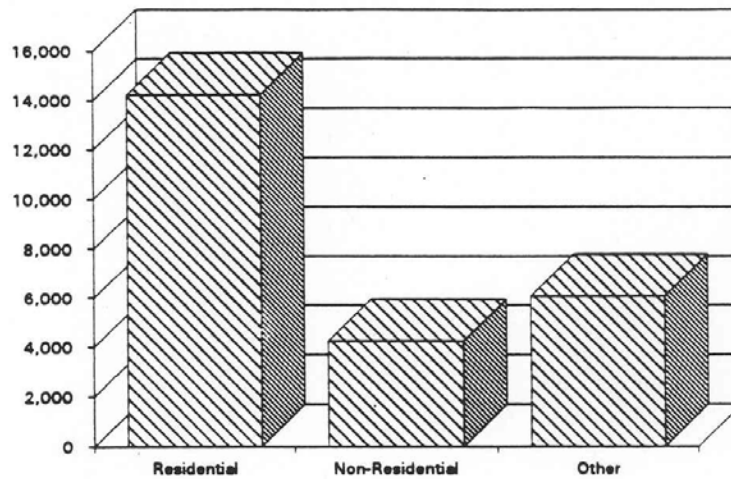
TABLE 1

The above figures are from 1994.

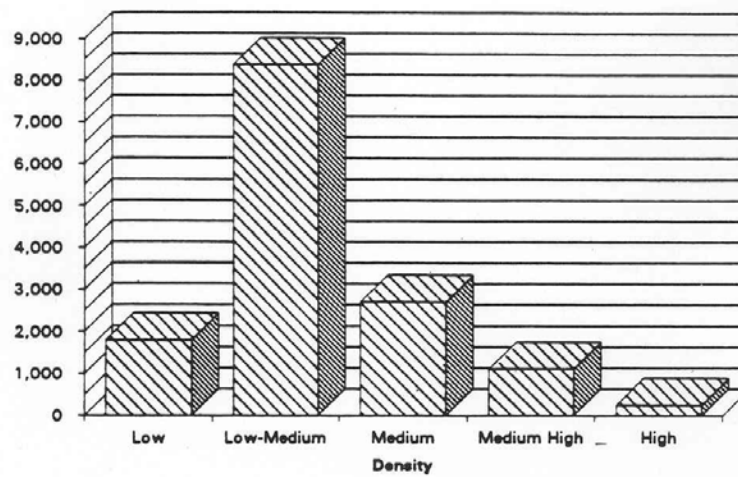




**OVER-ALL LAND USE ACRES**



**RESIDENTIAL LAND USE ACRES**



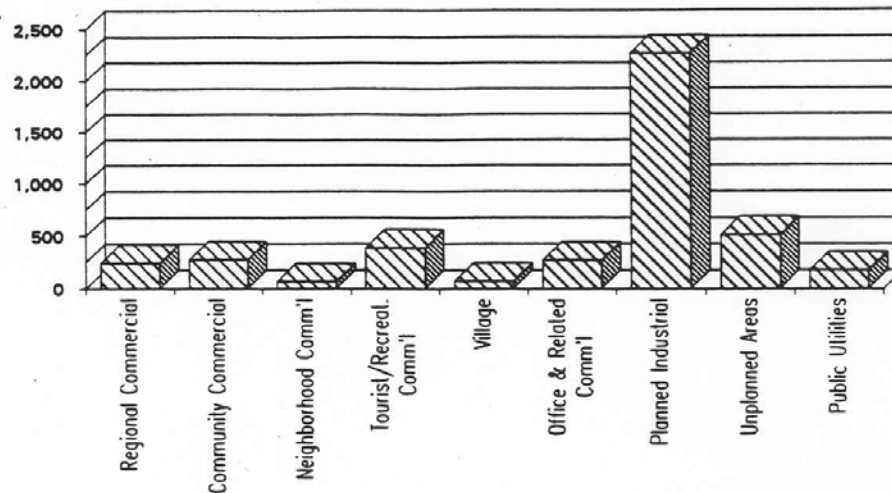
**CHART 1**

The above figures are from 1994.

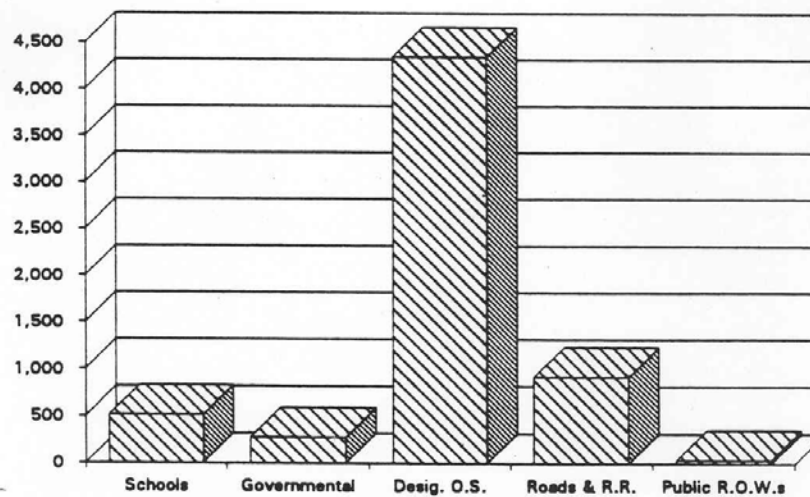




### NON-RESIDENTIAL LAND USE ACRES



### "OTHER" LAND USE ACRES



**CHART 2**

Page 13

The above figures are from 1994.



- d. **Medium-High Density (RMH):** Medium-high density residential areas intended to be developed with two-family dwellings and multiple-family dwellings, as well as one-family dwellings (developed as two or more detached units on one lot) at a density between 8 to 15 dwelling units per acre. Development of one-family dwellings on individual lots may be approved with a planned development permit, subject to the density range of this designation.
- e. **High Density (RH):** High-density residential areas intended to be developed with two-family and multiple-family dwellings, as well as one-family dwellings (developed as two or more detached units on one lot) at a density between 15 to 23 dwelling units per acre.
- f. **R-30 (Residential 23-30 dwelling units per acre):** High-density residential areas intended to be developed with two-family and multiple-family dwellings, as well as one-family dwellings (developed as two or more detached units on one lot) at a density between 23 to 30 dwelling units per acre.

Certain areas of the City designated for planned communities may have several residential designations or combinations of residential designations. To accommodate good design and planning, as well as environmental and topographical factors, planned communities shall be controlled by a master plan.

As part of the City's Growth Management Plan, a dwelling unit limitation was established for each quadrant of the City. The City shall not approve any general plan amendment, zone change, tentative subdivision map or other discretionary approval for a development that could result in the development above the limit in any quadrant. To ensure that development does not exceed the limit, the following growth management control points (GMCP) in Table 2 are established for the Land Use Element density ranges.

The City shall not approve any residential development at a density that exceeds the growth management control point for the applicable density range without making the following findings:

- a. That the project will provide sufficient additional public facilities for the density in excess of the control point to ensure that the

adequacy of the City's public facilities plans will not be adversely impacted.

- b. That there have been sufficient developments approved in the quadrant at densities below the control point so the approval will not result in exceeding the quadrant limit.
- c. All necessary public facilities required by the City's Growth Management Program will be constructed, or are guaranteed to be constructed, concurrently with the need for them created by this development and in compliance with the adopted City standards.

Table 2: ALLOWED DWELLING UNITS PER ACRE				
General Plan Land Use Designation	Minimum	GMCP	RHNA Base*	Maximum
RL	0	1.0	1.0	1.5
RLM	0	3.2	3.2	4.0
RM	4	6.0	6.0	8.0
RMH	8	11.5	12.0	15.0
RH	15	19.0	20.0	23.0
R-30	23	25.0	25.0	30.0

\* RHNA Base, discussed below, does not apply to RH designated properties in the Beach Area Overlay Zone. In the Beach Area Overlay Zone, the minimum and GMCP densities shall apply.

The residential land use designations in Table 2 indicate MAXIMUM development unit yields. To meet the General Plan goals and objectives, including, but not limited to population goals and environmental considerations, the ACTUAL yield may be less than maximum potentials, but not less than the minimum density of the underlying land use designation; except, density may be approved below the minimum of the density range in the following circumstances:

- a. When a single, one-family dwelling is constructed on a legal lot that existed as of October 28, 2004.
- b. When a single, one-family dwelling is constructed on a lot that was created by consolidating two legal nonconforming lots into one lot (this only applies to lots that are nonconforming in lot area).
- c. When a legal lot is developed with one or more residential units that existed as of October 28, 2004; provided, the existing units are to remain and it is not feasible to construct the number of additional units needed to meet the minimum density without requiring the removal of the existing units.



Pursuant to California Government Code Section 65863, the City shall not by administrative, quasi-judicial, or legislative action, reduce, require or permit the reduction of residential density on any parcel to a density below that which was utilized by the California Department of Housing and Community Development in determining compliance with housing element law. For purposes of complying with Government Code Section 65863, the Regional Housing Needs Assessment (RHNA) Base density for each of the General Plan residential Land Use designations listed in Table 2 above was utilized to determine compliance with housing element law in the 2005-2010 Housing Element. As such, the City shall not reduce, require, or permit the reduction of residential density on any parcel below its RHNA Base density unless, the City makes written findings supported by substantial evidence of both of the following:

- a. The reduction is consistent with the adopted general plan, including the housing element.
- b. The remaining sites identified in the housing element are adequate to accommodate the City's share of the regional housing need pursuant to Government Code Section 65584, or the reduction is necessary to ensure compliance with the dwelling unit limitations set forth in the City's Growth Management Program.

As noted in Table 2, the RHNA Base density does not apply to RH designated properties in the Beach Area Overlay Zone. In the Beach Area Overlay Zone, the minimum and GMCP densities shall apply.

If a reduction in residential density for any parcel would result in the remaining sites identified in the housing element not being adequate to accommodate the City's share of the regional housing need, the City may reduce the density on that parcel provided it identifies sufficient additional, adequate, and available sites with an equal or greater residential density so that there is no net loss of residential unit capacity.

The City shall be solely responsible for compliance with Government Code Section 65863, unless a project applicant requests in his or her initial application, as submitted, a density that would result in the remaining sites in the housing element not being adequate to accommodate the City's share of the regional

housing need. In that case, the City may require the project applicant to comply with Government Code Section 65863. For the purposes of determining or requiring compliance with Government Code Section 65863, the submission of an application does not depend on the application being deemed complete or being accepted by the City.

Government Code Section 65863 does not apply to parcels that, prior to January 1, 2003, were either 1) subject to a development agreement, or 2) parcels for which an application for a subdivision map had been submitted.

Residential density shall be determined based on a number of dwelling units per developable acre of property. The following lands are considered to be undevelopable and shall be excluded from density calculations:

- a. Beaches;
- b. Permanent bodies of water;
- c. Floodways;
- d. Slopes with an inclination of greater than 40%;
- e. Significant wetlands;
- f. Significant riparian woodland habitats;
- g. Land subject to major power transmission easements;
- h. Land upon which other significant environmental features as determined by the environmental review process for a project are located; and
- i. Railroad track beds.

No residential development shall occur on the lands listed above; however, the City Council may permit limited development of such property, if when considering the property as a whole, the prohibition against development would constitute an unconstitutional deprivation of property.

Development on slopes with an inclination of 25% to 40% shall be permitted if designed to minimize the grading and comply with the slope development provisions of the hillside ordinance and the Carlsbad Local Coastal Program. However, only 50% of the area shall be used for density calculations.

In instances where a property owner is preserving a significant amount of open space land beyond what would normally be required by city ordinances for purposes of environmental enhancement, compliance with the Habitat



Management Plan or otherwise leaving developable property in its natural condition, the City shall consider allowing the density or development potential of the property being preserved to be transferred to another portion of the property or another distinct property. In these instances, the density/development potential of the property being left in open space shall be reserved for and used on the remainder of the land owned by the property owner, or through a negotiated agreement with the City, may be transferred to land owned by another property owner.

All legally existing R-2 lots, as of December 1, 1986, may be developed with a two-family residence regardless of the density allowed by their General Plan designation if they can comply with all applicable development standards in effect at the time of their development and if the following findings can be made:

- a. That the project will provide sufficient additional public facilities for the density in excess of the control point to ensure that the adequacy of the City's public facilities plans will not be adversely impacted;
- b. That there have been sufficient developments approved in the quadrant at densities below the control point to cover the units in the project above the control point so the approval will not result in exceeding the quadrant limit; and
- c. All necessary public facilities required by this chapter will be constructed, or are guaranteed to be constructed, concurrently with the need for them created by this development and in compliance with the adopted City standards.

There are exceptional cases where the base zone is consistent with the land use designation but would permit a slightly higher yield than that recommended in the low and low-medium density residential classifications. In those exceptional cases, the City may find that the project is consistent with this element if: a) the project is compatible with the objectives, policies, general land uses and programs expressed herein, b) all of the necessary infrastructure is in place to support the project, and c) the proposed density does not exceed the maximum density allowed at the top of the range by more than an additional 25%.

#### **Affordable Housing - Density Increases**

The City recognizes that the feasibility of providing housing affordable to lower-income

families is dependent upon the ability to achieve residential densities higher than allowed by the underlying land use designation. Therefore, it is necessary to consider development of housing projects containing lower-income affordable housing units at densities that may exceed the ranges and growth management control points indicated above. The density which may be approved for those projects which include affordable housing shall be determined on an individual project proposal basis, and may be independent of the residential land use designation of the site, subject to the criteria listed under Residential, Implementing Policies and Programs, C.2.

## **2. COMMUNITY FACILITIES**

Facilities for child care providers, places of worship, senior citizens, charities, and a range of other community-serving activities are not traditional residential, industrial, or commercial land uses. Nevertheless, these activities and land uses are important and traditional members of any vital and fully functioning community. Because the organizations which pursue these activities are often non-profit or quasi-for-profit, their financial resources are often limited. The land within large-scale developments planned and marketed for upscale homes, shopping centers, and industrial campuses is very often not affordable to these organizations, making it likely that these types of facilities cannot be easily incorporated into the community. The development of large new residential communities through new master plans and specific plans creates an additional need for these community facilities uses in close proximity to the new residences.

The purpose of the Community Facilities land use designation is to assure that some land within communities, especially new master plan and specific plan areas, is identified and set aside solely for these types of uses, specifically with the objective that market forces will ensure that the land so designated will remain affordable to the organizations which build and operate these special community facilities. Further, once the land is set aside, there is a need to guarantee that it does not revert to other uses before the community is sufficiently developed to make use of and provide financial support for the community facilities. To these ends, specific objectives and policies have been set out for community facilities uses.



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### 3. COMMERCIAL

Commercial development within Carlsbad can be defined by six principal categories: local shopping center, general commercial, regional commercial, travel/recreation, Village, and office and related commercial.

In general, retail development in Carlsbad should occur in discrete shopping centers, as opposed to more generalized retail districts or linear strip commercial patterns along streets. This general plan uses the following definition of a shopping center:

Definition - "Shopping Center" after Urban Land Institute, 1947, as amended):

...a group of architecturally unified commercial establishments, numbering at least three, built on a site that is planned, developed, owned, and managed as an operating unit related to its location, size, and type of shops to the trade area that it serves. The unit provides on-site parking in definite relationship to the types and total size of the stores...

*"A City which provides for the development of compatible, conveniently located commercial centers..."*

The Village area of the City is one exception to the general rule that retail development should occur in discrete shopping centers. As is described in more detail below, this area reflects the "downtown" heart of old Carlsbad, much of which is today contained within a formal redevelopment district. Retail development within the Village should continue the historical pattern of individual establishments within a commercial district. Another exception to this general rule applies to the limited amount of land designated general commercial at various locations within the city. These sites have been identified as suitable for a range of retail, wholesale, office, and services some of which may not necessarily lend themselves to being located within shopping centers.

In prior versions of this General Plan, the City recognized two types of local shopping centers: neighborhood and community. In 2001, however,

these two categories were merged into a single category called "local shopping center." The typical characteristics of local, general and regional commercial land uses are shown in the following Table 3: Guidelines for Commercial Land Uses. The three types are described in more detail in the following sections.





Table 3: GUIDELINES FOR COMMERCIAL LAND USES

Typical Commercial Land Use Characteristics	Local Shopping Center		General Commercial	Regional Shopping Center
	Required of All Local Shopping Centers	Possible Option, Depending on Site and Special Approvals		
Trade Area Focus	Local daily goods and services	Local, plus goods and services provided by community-serving tenants	General, local or community-serving goods and services	Regional
Anchor Tenants (examples)	Supermarket, drug store	Community-serving tenants, such as value department store, chain apparel store, volume specialty store, home improvement center, multiplex cinema	General, community-serving commercial uses, such as wholesale products, department stores, home improvement stores, professional offices, motels/hotels, entertainment uses, and the provision of a broad range of retail goods and services. May be a stand-alone commercial use or a shopping center.	Full-line department stores (2 or more), factory outlet center, "power center" of several high-volume specialty stores.
Secondary Tenants (examples)	Restaurant, bank, real estate, personal grooming, small retail, fast food, gas station, cleaners, video rental	Apparel, specialty retail, restaurant, specialty automotive, sporting goods		Full range of specialty retail, restaurants, or entertainment.
Site Size (acres)	8 – 20	To 30	Varies	30 – 100
Gross Lease Area	60,000 – 150,000 (sq. ft.)	Up to 400,000 (sq. ft.)	Varies	300,000 to 1.5 million (sq. ft.)
Primary Trade Area Drive Time, at Buildout	5 – 10 minutes	10 – 20 minutes	5 – 20 minutes	20 – 30 minutes
Primary Trade Area Radius	1.5 miles	3 – 5 miles	3 to 5 miles	8 – 12 miles
Primary Trade Area Population	10,000 – 40,000 people	40,000 – 150,000 people	Up to 150,000	150,000+ people



Tenant composition and the type of anchor tenant are the main identifiers of a shopping center type. An anchor tenant may be an individual tenant or a group of like uses that function as an anchor tenant. For example, a combination of gourmet food shop, delicatessen meat market, and green grocery might function in lieu of a supermarket. A food service cluster, several restaurants, and a cinema complex may function as other anchor tenants. Tenant composition and the characteristics of the leading tenants define a commercial center type. Although building area, site size, trade area size, etc. are influential, they are not the primary factors in determining a center type.

Notwithstanding the last statement, the concept of a trade area for commercial land uses and shopping centers is important for other reasons such as the economic viability of the use/center, the amount of competition it will experience, and, consequently, determining the optimal spatial distribution of commercial land uses within a community. The trade area is the geographic area that provides the majority of steady customers necessary to support a commercial land use. The boundaries of a trade area are determined by a number of variables, including the type of center, the size of the anchor tenant, the site's accessibility, geographic barriers, the location of competing facilities and, very importantly, driving time and distance (See Table 3: Guidelines for Commercial Land Uses). Consequently, trade areas can vary widely in shape, size, and configuration. In general, the closer potential customers are to a site the more likely they are to patronize it. The number of persons residing within the trade area (and their related purchasing power) must be of a sufficient size for the center to be economically viable. When the trade areas of commercial land uses overlap then competition may exist between the commercial land uses and the purchasing power of the residents will be shared between the commercial uses. The desired number and location of commercial land uses, especially local shopping centers, depends upon a number of factors (detailed later) that relate to "fitting" together the trade areas of potential sites and making policy decisions about the amount of gaps and overlaps that should exist between the trade areas.

- a. **Local Shopping Center (L):** The local shopping center designation allows shopping centers that include elements of the traditional neighborhood center and, under some circumstances, elements of the traditional community shopping center.

Each local shopping center must contain the anchor tenants and secondary tenants that service the daily needs and convenience of local neighborhoods. These tenants include retail businesses, small offices, and a variety of services. The most common anchor tenant is a supermarket, although a large drugstore or combination of supermarket and drugstore may also serve. Secondary tenants can include small offices (for banks, insurance, real estate and other services); personal grooming providers (like beauty parlors, barbershops, and nail salons), laundromats, cleaners, small retail stores, sit-down and fast food restaurants, and gas stations, among others. Typical characteristics of sites for these centers are given in Table 3: Guidelines for Commercial Land Uses.

While all sites with the designation Local Shopping Center must provide neighborhood goods and services, they may be authorized also to have anchor tenants that are more traditionally described as community-serving in nature. These community commercial tenants typically offer either a larger range of goods and services and/or a higher degree of specialization of goods and services. Often the floor area is greater than is that of stores that offer neighborhood goods and services and their trade area is larger in size and includes a larger population. These tenants may include value department stores (i.e., Target, K-mart), warehouse/club stores (i.e., Home Depot, Costco), chain apparel stores (i.e., Ross, Marshall's), a variety of large-volume specialty-goods stores (i.e., Staples, Comp USA, Good Guys) and multiplex cinemas. When these types of anchor tenants are included in the shopping center, additional types of secondary tenants may also be included, such as restaurants and specialty retail goods. Some local shopping centers may also include quasi-public or public facilities, such as a city library or U.S. Post Office.





Local shopping center uses are generally located within a convenient walking and/or bicycling distance from intended customers and should be linked with surrounding neighborhoods by pedestrian and/or bicycle access. Landscaped buffers should be provided around the project site between neighborhood commercial uses and other uses to ensure compatibility. All buildings should be low-rise and should include architectural/design features to be compatible with the neighborhood. Permitted uses and building intensities should be compatible with surrounding land uses.

- b. General Commercial (GC):** This land use classification designates areas that are: 1) suitable for a general range of commercial uses that may serve a broader area of the community than local neighborhood level commercial uses; and/or 2) are existing or proposed general commercial uses that are not part of a local shopping center.

In addition, it may be appropriate to apply this designation to sites where additional general commercial uses are desirable; such sites may be developed with a stand-alone general commercial land use or with two or more general commercial land uses. Such general commercial land uses should include the types of uses allowed by the C-1 and C-2 zones, including but not limited to: wholesale products, department stores, home improvement stores, professional offices, motels/hotels, entertainment uses, and the provision of a broad range of retail goods and services.

In applying this designation to new areas, care should be taken so as to assure its compatibility with surrounding land uses, particularly residential neighborhoods, while minimizing environmental impacts (including traffic and safety). One of the goals of emphasizing the use of shopping centers in Carlsbad is to prevent the development of "strip commercial," long corridors of retail/service establishments with numerous curb cuts, inappropriate intersection spacing, disharmonious architectural styles, and a proliferation of signs. The application of this designation to new areas should be undertaken judiciously, so as not to result in strip commercial development.

- c. Regional Commercial (R):** Regional commercial centers provide shopping goods, general merchandise, automobile sales, apparel, furniture, and home furnishing in full depth and variety. Two or more department stores are typically the major anchors of a regional shopping center, while other stores supplement and complement the various department store lines. New forms of regional centers may include such developments as outlet centers with an aggregation of factory outlet stores where there are no specific anchor tenants although such centers are regional and enjoy a strong tourist trade. Regional centers draw customers from outside the City and generate interregional traffic. For this reason, such centers are customarily located on a site that is easily visible as well as accessible from interchange points between highways and freeways. Local shopping centers may be adjunct to regional centers to also serve the daily convenience needs of customers utilizing the larger shopping center. A group of convenience stores, service facilities, business and professional offices are also often associated with a regional center. Some of these may be incorporated in the center itself, or arranged at the periphery in the immediate area.

- d. Travel/Recreation Commercial (TR):** This land use category designates areas for visitor attractions and commercial uses that serve the travel and recreational needs of tourists, residents, as well as employees of business and industrial centers. Such uses may include, but are not limited to, hotels and motels, restaurants, recreation facilities, museums, travel support services, and specialty retail uses catering to tourists. Travel/recreation commercial uses are generally located near major transportation corridors or recreational and resort areas such as spas, hotels, beaches or lagoons. Travel/recreation commercial uses should be compatible with and designed to protect surrounding properties, should ensure safe traffic circulation and should promote economically viable tourist-oriented areas of the City.



- e. **Village (V):** The Village addresses land uses located in the heart of "old" Carlsbad in the area commonly referred to as the "downtown." Permitted land uses may include retail stores, offices, financial institutions, restaurants and tourist-serving facilities. Residential uses can be intermixed throughout the area. The Village Area is regulated by the Carlsbad Village Master Plan.
- f. **Office and Related Commercial (O):** This classification designates areas that are compatible with and environmentally suited for office and professional uses, as well as related commercial uses. This designation is especially appropriate for medical office use. Office and related commercial land use can be used as buffers between retail commercial areas and residential uses.

#### 4. PLANNED INDUSTRIAL (PI)

Planned Industrial land uses include those areas currently used for, proposed as, or adjacent to industrial development, including manufacturing, warehousing, storage, research and development, and utility use. Agricultural and outdoor recreation uses on lots of one acre or more are considered to be a proper interim use for industrially designated areas.

#### 5. GOVERNMENTAL FACILITIES (G)

This classification of land use designates areas currently being used for major governmental facilities by agencies such as the city, county, state, or federal government. Facilities within this category may include uses such as civic buildings, libraries, maintenance yards, police and fire stations and airports (McClellan-Palomar Airport). Smaller facilities, such as branch libraries, may be found in other land use designations, such as commercial, and are not shown on the land use map.

The largest facility within this classification is the McClellan-Palomar Airport located at the center of the City. The airport, owned and operated by San Diego County, is classified by the Federal Aviation Administration as a commercial service airport and provides general aviation, business jets and limited commuter airline services to northern San Diego County. More detailed discussions related to the airport may be found under Special Planning Considerations, as well

as in the Noise, Circulation, and Public Safety Elements.

#### 6. PUBLIC UTILITIES (U)

This category of land use designates areas, both existing and proposed, either being used or which may be considered for use for public or quasi-public functions.

Primary functions may include such uses as the treatment of waste water, public agency maintenance storage and operating facilities, or other primary utility functions designed to serve all or a substantial portion of the community. A primary function designed to serve all or a substantial portion of the community may also include the generation of electrical energy if it is located outside the Coastal Zone but only if it is conducted by a government entity or by a company and such use is authorized or approved by the California Public Utilities Commission.

Sites identified with a "U" designation indicate that the City is studying or may in the future evaluate the location of a utility facility which could be located within a one kilometer radius of the designations on a site for such a facility. Specific siting for such facilities shall be accomplished only by a change of zone, and an approved Precise Development Plan adopted by ordinance and approved only after fully noticed public hearings.

#### 7. SCHOOLS

This land use classification represents both existing and proposed school sites necessary to serve the ultimate planning area. Sites are designated as elementary, junior high, high school, continuation school, and private school facilities. For additional discussion see Special Planning Considerations A. Schools.

#### 8. OPEN SPACE & COMMUNITY PARKS (OS)

The Land Use Map shows the generalized boundaries of constrained lands and presently designated open space, including existing parks and special resource areas. It is not intended that the map show all future open space. The Open Space and Conservation Element of the General Plan divides the broad definition of open space into the following five categories:



- a. Open Space for Preservation of Natural Resources
- b. Open Space for Managed Production of Resources
- c. Open Space for Outdoor Recreation
- d. Open Space for Aesthetic, Cultural and Educational Purposes
- e. Open Space for Public Health and Safety.

The Open Space and Conservation Element also includes goals, policies, and objectives regarding open space planning protection, obtaining open space, special resource protection, trail/greenway system, promoting agriculture, fire risk management, air quality preservation, water quality, protection and historical and cultural preservation. Please refer to that element for a more detailed description of open space and the goals, policies and standards pertaining thereto.

Parks are considered a subset of Open Space. The Parks and Recreation Element delineates three categories of parkland including community parks, special resource areas, and special use areas. Community parks are intended to provide diversified activity, both active and passive, to meet the broader recreational needs of several surrounding neighborhoods. The Land Use Map indicates specific locations for existing and proposed community park sites. Proposed park sites are anticipated to be dedicated and developed in conjunction with surrounding development. Please refer to the Parks and Recreation Element for more detailed information regarding community park sites, facilities, and programs.

## **9. UNPLANNED AREAS (UA)**

This classification of land use indicates areas where planning for future land uses has not been completed or plans for development have not been formalized. Until such planning has occurred and the land is redesignated, land uses will be determined through the zoning ordinance designations of Exclusive Agriculture, Planned Community, or Limited Control. Because some unplanned areas are located in proximity to McClellan-Palomar Airport, it has been determined that they are not appropriate for residential development. Agricultural and other interim, nonresidential land uses are encouraged in such areas until their ultimate land use designations can be definitely established. Master Plan properties under the Planned Community zone may utilize the UA designation

to reserve land for future planning, however, such areas will require amendment to the master plan as well as all other actions necessary to redesignate the land.

## **10. TRANSPORTATION CORRIDOR (TC)**

This classification is applied to certain major transportation corridors such as the I-5 Freeway, and the Atchison Topeka and Santa Fe Railroad and its right-of-way. Land uses that would be compatible with the corridors would be temporary and low-intensity in nature, such as passive parks, open space, or agriculture. In this way, corridors would remain scenic and remain available for future transportation needs. The Land Use Map also shows the general location of all future Circulation Element arterials. The Circulation Element should be referred to for more specific information regarding these roadways.

## **11. COMBINATION DISTRICT**

Some areas of the City are suitable for more than one land use classification. The land use map identifies these areas as Combination Districts. Often multiple designations are assigned to areas in the early planning stages when it is unclear what the most appropriate land use designation may be or where the boundaries of such designations should be located. The designation as Combination District requires additional comprehensive planning and necessitates approval of a specific plan prior to development of 25 acres or more and approval of a site development plan for areas of less than 25 acres.

## **BOUNDARY DEFINITION BETWEEN LAND USE CLASSIFICATIONS**

It is the intent of the Land Use Map to show the general outlines of various land use classifications. The boundaries are not intended to be precise legal boundaries. When uncertainty does exist as to the precise boundary lines of various land uses identified on the map, such lines shall be interpreted in the following manner:

- a. Where boundaries appear to follow the centerline of a street or highway, boundaries shall be construed to follow such lines;



- b. Where boundaries appear to follow ownership boundary lines, boundaries shall be construed to follow such lines;
- c. Where boundaries appear to follow topographic features such as valleys or ridgelines, boundaries shall be construed to follow such features; and
- d. Where boundaries appear to reflect environmental and resource management considerations, boundaries shall be construed in a manner which is consistent with the considerations that the boundary reflects.

If the application of the above guidelines does not resolve the uncertainty or if the Planning Director or the affected property owner considers the result to be inappropriate, the matter may be referred to the Planning Commission for decision. The Planning Commission shall resolve the uncertainty in accord with all of the provisions of applicable specific and general plans. The decision of the Planning Commission may be appealed to the City Council in accord with the usual procedures.

## **D. SPECIAL PLANNING CONSIDERATIONS**

### **1. SCHOOLS**

Schools sites have the potential to function as a number of existing and future land uses. Accordingly, they have several designations throughout the General Plan, as follows:

- a. Sites delineated on the Land Use Map with precise boundaries represent existing schools or confirmed school sites. Sites that are shown with a circular symbol represent approximate future sites to be confirmed by respective school districts at time of development. These designations are considered to be "floating" and are not considered to be specific to a particular parcel, but rather indicate a general vicinity.

The City is served by four school districts as listed below and shown on Map 3: School Districts.

- i. Carlsbad Unified School District
- ii. Encinitas Union Elementary School District

- iii. San Dieguito Union High School District
- iv. San Marcos Unified School District.

- b. Some school sites are also included in the Parks and Recreation Element as park sites because the City has joint use agreements with the school districts to utilize some of their school playgrounds as recreation facilities.

School locations are determined by the appropriate school district and are based on "service areas" for each school site within a district. Service areas are designated for each of the school locations based on generation factors, school sizes, and maximum travel distance. A substantial change in one school location would necessitate revision of locations throughout that school district.

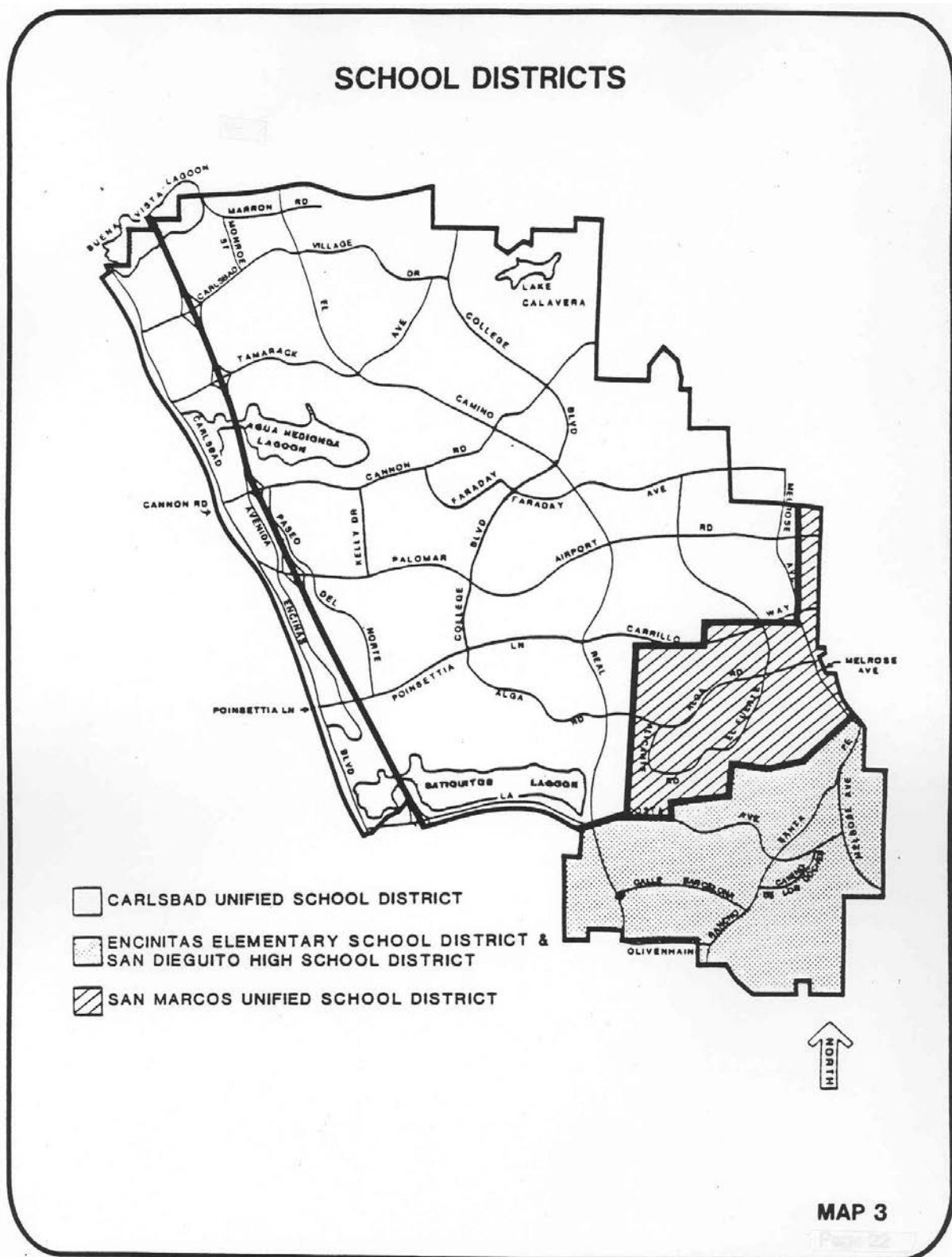
At the time of subdivision review for an area in which a "floating" school site is shown, the following procedures are necessary to determine the ultimate location of the school:

1. The City must inform the appropriate school district that a development application has been filed within the district.
2. The district must notify the City whether or not it wants to initiate action to proceed with acquisition of a school site in the proposed subdivision.
3. The district must notify the City whether or not it will be able to provide schools either through existing or proposed facilities (commonly called a "will-serve" letter).

If the school district determines the "floating school site" is not necessary, the school site designation shall revert to the adjacent land use designation.

If an existing school site is determined by the relevant school district to be surplus, then the site shall be designated with the previous General Plan land use designation, or a land use designation compatible with adjacent uses, unless the City exercises its option to purchase the property to utilize as a park. If this occurred, the City would then designate the site as open space.







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## 2. VILLAGE

The Village is the segment of the community located in the "downtown" Carlsbad. The Carlsbad Village Master Plan provides an overall development strategy to create a strong identity for the Village, revitalize the area, enhance the economic potential of the Village and establish specific site development standards. The intent of the Carlsbad Village Master Plan is to preserve the village character of the area by creating a pedestrian scale environment of specialty shops, services, and restaurants complemented by residential and mixed-use development. Carlsbad Village Master Plan should be referred to for more detailed information.

## 3. COASTAL ZONE PROGRAMS

In 1972, California voters approved Proposition 20 which led to the enactment of the State law (California Coastal Act of 1976) which regulates any development within California's Coastal Zone. The Coastal Act requires that individual jurisdictions adopt Local Coastal Programs (LCP) to implement the State law at a local level. Carlsbad's Local Coastal Program is consistent with the General Plan, but it is a separate document containing separate land use policies and implementation measures which must also be complied with in addition to the General Plan. Approximately one-third of the City is located within the Coastal Zone. The City's coastal zone has been divided into six segments and each segment is regulated by separate LCPs (See Map 4: Local Coastal Program Boundary). The boundaries of the City's Coastal Zone which were established by the State are depicted on the Land Use Map.

Almost every conceivable type of development proposal within the Coastal Zone from removal of natural vegetation to the construction of huge master planned communities requires the approval of a Coastal Development Permit (CDP) in addition to any other permits or entitlements. The land use policies, programs and regulations of the relevant LCP shall be referred to in addition to the General Plan, the Municipal Code and other pertinent regulations for guiding land use and development within the Coastal Zone. Although the City has adopted LCP segments for all of its Coastal Zone, it only

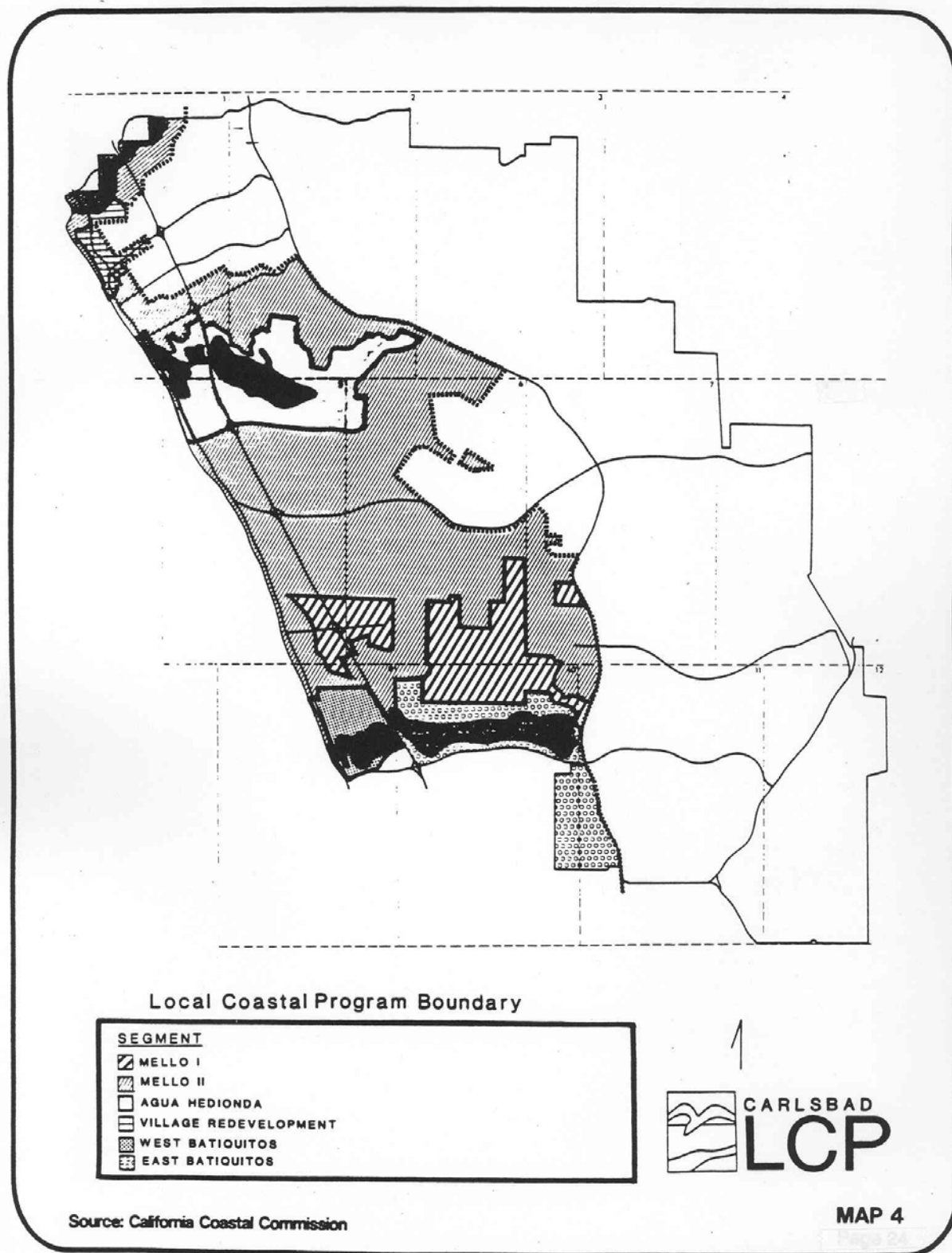
has authority to issue Coastal Development Permits within the Redevelopment segment. In the remaining five segments the California Coastal Commission currently retains Coastal Development Permit authority. Carlsbad is actively pursuing the lengthy task of effectively implementing the five LCP segments in order to transfer permit authority to the City.

In those circumstances where an issue is not addressed by the Local Coastal Program Land Use Plan, but is addressed by the City of Carlsbad General Plan, no coastal development permit, or exemption may be granted unless the project considered is found by the appropriate authority to be consistent with the City of Carlsbad General Plan. In those circumstances where an issue is addressed by both the Local Coastal Program Land Use Plan and the City of Carlsbad General Plan, the terms of the Local Coastal Program Land Use Plan shall prevail.

## 4. McCLELLAN-PALOMAR AIRPORT

California law requires preparation of airport land use compatibility plans for each public-use and military airport in the state. The basic function of such plans is to promote compatibility between airports and the land uses that surround them. For McClellan-Palomar Airport, the San Diego County Airport Land Use Commission has prepared and adopted the McClellan-Palomar Airport Land Use Compatibility Plan (ALUCP). As required by State law, Carlsbad's General Plan must be consistent with the adopted ALUCP. If the City chooses to overrule a finding of the Airport Land Use Commission as stated in the ALUCP, it may do so by a two-thirds vote if it makes specific findings that the General Plan is consistent with the intent of state airport land use planning statutes.

To limit noise impacts on noise sensitive land uses, the City has designated areas surrounding the Airport for predominately planned industrial







uses. To accomplish this, a significant amount of nonresidential land has been designated on the plan, possibly exceeding what is needed to serve and accommodate future residential uses located exclusively in Carlsbad. As such, future re-designation of planned residential areas to non-residential uses to accommodate future airport growth would not be supported. (Also see UA designations.)

## 5. AGRICULTURE

Agriculture is an important resource in Carlsbad. The City's agricultural policies are intended to support agricultural activities while planning for the possible future transition of the land to more urban uses consistent with the policies of the General Plan and the Carlsbad Local Coastal Program (LCP).

The City's LCP protects agricultural lands from the premature conversion to more urban land uses by establishing programs which require mitigation for conversion of agricultural property to urban uses. It also has established methods to benefit agriculture in the community by providing financial assistance through cash programs.

While the City encourages agriculture, it recognizes the potential problems associated with agricultural land use. For example, to prevent the destruction of sensitive wild and archaeological resources, clearing and grubbing of natural areas for agriculture requires a permit and environmental review. Also, the City encourages conservation techniques in agricultural activities to reduce soil erosion and water usage.

## 6. REGIONAL ISSUES

As a member of the San Diego Association of Governments (SANDAG), the City is participating with other cities in the county to develop a Regional Growth Management Strategy. This effort recognizes the fact, that as separate entities, each city cannot solve region-wide issues. Together, however, a strategy can be developed to establish a framework for a "regional community" with an improved quality of life. Carlsbad recognizes its role as a participant in this effort which focuses on the following nine important environmental and economic factors:

- a. Air Quality
- b. Transportation System and Demand Management
- c. Water
- d. Sewage Treatment
- e. Sensitive Lands Preservation and Open Space Protection
- f. Solid Waste Management
- g. Hazardous Waste Management
- h. Housing
- i. Economic Prosperity.

## 7. AREAS NEEDING ADDITIONAL PLANNING

For a variety of reasons, there are areas within the City that have unresolved land use considerations which should be addressed prior to the occurrence of a significant amount of further development. The City has planned for these areas on a General Plan level but due to their unique characteristics they will require a more specific level of planning review to ensure that such characteristics are addressed comprehensively. More specific levels of review may include such mechanisms as specific plans, site development plans, special studies, or overlay zones. Locations that have been identified as having unresolved planning considerations are discussed briefly below for determination at a future time. Other areas may be identified in the future as also requiring additional review.

### a. BARRIO

The Barrio, located generally south of Carlsbad Village Drive, north of Tamarack Avenue, between I-5 and the AT&SF Railroad, has served as a focus of activity for Carlsbad's Hispanic community for many years. This area of the City is included within the "Barrio Community Design and Land Use Plan" which is currently being prepared. This document will be a comprehensive plan for the area and will address neighborhood concerns of revitalizing the Barrio, creating a cultural focus, and enhancing economic development for this segment of the community. The land use plan will propose specific development and land uses for the Barrio which will, after adoption, be integrated into the General Plan.



## **b. BUENA VISTA CREEK WATERSHED**

Buena Vista Lagoon, located along the northern city limits, is an important coastal, freshwater lagoon in Southern California. It is fed by Buena Vista Creek and its watershed which extends through the eastern city limits to the cities of Oceanside and Vista. The manner in which this corridor develops is important for five major reasons. First, the watershed supports sensitive resources including wetlands and riparian habitat, as well as the wildlife species typically associated with these areas. Second, existing land uses and zoning designations may not be appropriate or compatible to protect these resources. Third, urbanization in the watershed has the potential to accelerate sedimentation into Buena Vista Lagoon (see Buena Vista Lagoon Watershed Sediment Control Plan). Fourth, there are significant traffic issues along this corridor related to Highway 78 on- and off-ramps, El Camino Real, Rancho Del Oro overpass, and Marron Road. Fifth, the burgeoning urbanization along this corridor has the potential to severely degrade the aesthetic worth of this valuable resource area. Due to the sensitivity of this area, the City may want to examine the feasibility of requiring a comprehensive plan addressing preservation and development within the Buena Vista Creek Watershed.

## **8. THE CANNON ROAD OPEN SPACE, FARMING AND PUBLIC USE CORRIDOR**

The area along Cannon Road corridor east of the Interstate 5 freeway presently consist primarily of open space and existing farming operations including the Flower Fields located to the south of Cannon Road and the existing Strawberry Fields located to the north of Cannon Road. The open space areas on the north side of Cannon Road provide spectacular views of the Agua Hedionda Lagoon and contain environmentally-sensitive natural habitat areas that need to be permanently protected.

The existing Flower Fields and the Strawberry Fields as open space uses provide for productive use of portions of the area that enhance the cultural heritage and history of the City. Although the Flower Fields are already protected and restricted to agricultural use, the City shall utilize all existing programs and land use protections and explore other possible new

mechanisms to keep the Flower Fields in production. The City shall also ensure that other farming uses such as the existing Strawberry Fields are allowed to continue as long as it is economically viable for the landowner to do so.

The area is recognized for its significant open space opportunities; however, the area lacks adequate public access and public use areas so that the community can enjoy the open space opportunities provided in this area to their fullest potential. An interconnecting public trail through the area preferably linking the south shore of Agua Hedionda Lagoon with the existing Flower Fields could greatly enhance public access in the area. In addition, park and recreation uses that allow public gathering spaces and are compatible with other open space uses could offer opportunities for more community use and enjoyment of the area.

Residential use is not appropriate for the area. Commercial and industrial-type uses other than those normally associated with farming operations area also not appropriate.

The Cannon Road Open Space, Farming and Public Use Corridor presents a unique opportunity for the City to create a sustainable, community-oriented open space area that balances social, economic and environmental values important to the community.

# **III. GOALS, OBJECTIVES AND IMPLEMENTING POLICIES & ACTION PROGRAMS**

## **OVERALL LAND USE PATTERN**

### **A. GOALS**

- A.1 A City which preserves and enhances the environment, character and image of itself as a desirable residential, beach and open space oriented community.
- A.2 A City which provides for an orderly balance of both public and private land uses within convenient and compatible locations



throughout the community and ensures that all such uses, type, amount, design and arrangement serve to protect and enhance the environment, character and image of the City.

- A.3 A City which provides for land uses which through their arrangement, location and size, support and enhance the economic viability of the community.

## **B. OBJECTIVES**

- B.1 To create a distinctive sense of place and identity for each community and neighborhood of the City through the development and arrangement of various land use components.
- B.2 To create a visual form for the community, that is pleasing to the eye, rich in variety, highly identifiable, reflecting cultural and environmental values of the residents.
- B.3 To provide for the social and economic needs of the community in conjunction with permitted land uses.

## **C. IMPLEMENTING POLICIES AND ACTION PROGRAMS**

- C.1 Arrange land uses so that they preserve community identity and are orderly, functionally efficient, healthful, convenient to the public and aesthetically pleasing.
- C.2 Establish development standards for all land use categories that will preserve natural features and characteristics, especially those within rural, coastal and/or hillside areas.
- C.3 Ensure that the review of future projects places a high priority on the compatibility of adjacent land uses along the interface of different density categories. Special attention should be given to buffering and transitional methods, especially, when reviewing properties where different residential densities or land uses are involved.

- C.4 Encourage clustering when it is done in a way that is compatible with existing, adjacent development.

- C.5 Enter into discussions and negotiations with other cities, the county, or responsible agencies when prospective developments in their areas are incompatible with adjacent Carlsbad areas in regards to land uses, density, type of dwellings or zoning. Attention should be given to the use of transitional methods to ensure compatibility.

- C.6 Review the architecture of buildings with the focus on ensuring the quality and integrity of design and enhancement of the character of each neighborhood.

- C.7 Evaluate each application for development of property with regard to the following specific criteria:

1. Site design quality which may be indicated by the harmony of the proposed buildings in terms of size, height and location, with respect to existing neighboring development.
2. Site design quality which may be indicated by the amount and character of landscaping and screening.
3. Site design quality which may be indicated by the arrangement of the site for efficiency of circulation, or on-site and off-site traffic safety, privacy, etc.
4. The provision of public and/or private usable open space and/or pathways designated in the Open Space and Parks and Recreation Elements.
5. Contributions to and extensions of existing systems of foot or bicycle paths, equestrian trails, and the greenbelts provided for in the Circulation, Parks and Recreation and Open Space Elements of the General Plan.
6. Compliance with the performance standards of the Growth Management Plan.



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| <p>7. Development proposals which are designed to provide safe, easy pedestrian and bicycle linkages to nearby transportation corridors.</p> <p>8. The provision of housing affordable to lower and/or moderate income households.</p> <p>9. Policies and programs outlined in Local Coastal Programs where applicable.</p> | <p>natural resources, and the efficient expenditure of public funds relating to the subjects addressed in the general plan.</p> |
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| <p>C.8 Provide for a sufficient diversity of land uses so that schools, parks and recreational areas, churches and neighborhood shopping centers are available in close proximity to each resident of the City.</p> <p>C.9 Consider the social, economic and physical impacts on the community when implementing the Land Use Element.</p> <p>C.10 Encourage and promote the establishment of childcare facilities in safe and convenient locations throughout the community to accommodate the growing demand for childcare in the community caused by demographic, economic and social forces.</p> <p>C.11 Restrict buildings used for large public assembly, including, but not limited to schools, theaters, auditoriums and high density residential development, to those areas which are relatively safe from unexpected seismic activity and hazardous geological conditions.</p> <p>C.12 Develop and retain open space in all categories of land use.</p> <p>C.13 Pursuant to Section 65400(b) of the Government Code, the Planning Commission shall do both of the following:</p> <p>1. Investigate and make recommendations to the City Council regarding reasonable and practical means for implementing the general plan or element of the general plan, so that it will serve as an effective guide for orderly growth and development, preservation and conservation of open-space land and</p> | <p>2. Provide an annual report, by October 1 of each year, to the City Council, the Office of Planning and Research, and the Department of Housing and Community Development regarding:</p> <p>(a) The status of the plan and progress in its implementation, including the progress in meeting its share of regional housing needs determined pursuant to Section 65584 and local efforts to remove governmental constraints to the maintenance, improvement, and development of housing pursuant to paragraph (3) of subdivision (c) of Section 65583.</p> <p>(b) The degree to which its approved general plan complies with the guidelines developed and adopted pursuant to Section 65040.2, and the date of the last revision to the general plan.</p> <p>C.14 Develop a periodic five year plan to thoroughly review the General Plan and revise the document as necessary.</p> <p>C.15 Develop a program establishing policies and procedures for amending both mandatory and optional elements of the General Plan.</p> <p>C.16 Amend Title 21 of the Carlsbad Municipal Code (zoning ordinance and map), as necessary, to be consistent with the approved land use revisions of the General Plan and General Plan Land Use Map.</p> <p>C.17 Amend the Local Coastal Programs, as required, to be consistent with the updated General Plan, or amend the General Plan to be consistent with the Local Coastal Program.</p> <p>C.18 Update the adopted Local Facilities Management Plans to reflect relevant changes mandated by the General Plan Update.</p> |
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C.19 Conduct a comprehensive review of General Plan boundary lines when improved technology becomes available so that boundary lines follow Assessor property lines as closely as possible. In addition, where General Plan boundary lines split an individual parcel into two or more sections, the boundary line shall be located as accurately as possible based on mapping done at the time of project approval.

C.20 Update and revise all maps affected by the General Plan Update to reflect all land use changes.

## **GROWTH MANAGEMENT AND PUBLIC FACILITIES**

### **A. GOALS**

- A.1 A City which ensures the timely provision of adequate public facilities and services to preserve the quality of life of residents.
- A.2 A City which maintains a system of public facilities adequate for the projected population.
- A.3 A City that responsibly deals with the disposal of solid and liquid waste.

### **B. OBJECTIVES**

- B.1 To develop programs which would correlate the ultimate density and projected population with the service capabilities of the City.
- B.2 To achieve waste stream diversion goals of 25% by 1995, and 50% by the year 2000 pursuant to the City's Source Reduction and Recycling Program.

### **C. IMPLEMENTING POLICIES AND ACTION PROGRAMS**

C.1 Permit the approval of discretionary actions and the development of land only after adequate provision has been made for public facilities and services.

C.2 Require compliance with the following public facility performance standards, adopted September 23, 1986, to ensure that adequate public facilities are provided prior to or concurrent with development:

#### **PUBLIC FACILITY AND SERVICE PERFORMANCE STANDARDS**

##### **City Administration Facilities**

1,500 square feet per 1,000 population must be scheduled for construction within a five year period.

##### **Library**

800 square feet per 1,000 population must be scheduled for construction within a five year period.

##### **Wastewater Treatment Capacity**

Sewer plant capacity is adequate for at least a five-year period.

##### **Parks**

Three acres of community park or special use park per 1,000 population within the Park District, must be scheduled for construction within a five year period.

##### **Drainage**

Drainage facilities must be provided as required by the City concurrent with development.

##### **Circulation**

No road segment or intersection in the zone nor any road segment or intersection out of the zone which is impacted by development in the zone shall be projected to exceed a service level C during off-peak hours, nor service level D during peak hours. Impacted means where 20% or more of the traffic generated by the local facilities management zone will use the road segment or intersection.

##### **Fire**

No more than 1,500 dwelling units outside of a five minute response time.

##### **Open Space**

Fifteen percent of the total land area in the zone exclusive of environmentally constrained non-developable land must be set aside for permanent open space and





must be available concurrent with development.

#### **Schools**

School capacity to meet projected enrollment within the zone as determined by the appropriate school district must be provided prior to projected occupancy.

#### **Sewer Collection System**

Trunk line capacity to meet demand as determined by the appropriate sewer district must be provided concurrent with development.

#### **Water Distribution System**

Line capacity to meet demand as determined by the appropriate water district must be provided concurrent with development. A minimum 10 day average storage capacity must be provided concurrent with development.

- C.3 Ensure that funding for necessary public service and facilities is guaranteed prior to any development approvals.
- C.4 Coordinate the type, location, and amount of growth in the City with the City's Capital Improvement Program (CIP) to ensure that adequate funding is available to provide service and facilities.
- C.5 Prioritize the funding of projects in the Capital Improvement Program to provide facilities and services to infill areas in the City or areas where existing deficiencies exist.
- C.6 Maintain the Growth Monitoring Program which gives the City the ability to measure its public service requirements against the rate of physical growth. This information should be used when considering developmental requests and will allow the City to set its own direction for growth and establish priorities for capital improvement funding.
- C.7 The City Council or the Planning Commission shall not find that all necessary public facilities will be available concurrent with need as required by the Public Facilities Element and the City's Growth Management Plan unless the

provision of such facilities is guaranteed. In guaranteeing that the facilities will be provided emphasis shall be given to ensuring good traffic circulation, schools, parks, libraries, open space and recreational amenities. Public facilities may be added. The City Council shall not materially reduce public facilities without making corresponding reductions in residential densities.

- C.8 Ensure that the dwelling unit limitation of the City's Growth Management Plan is adhered to by annual monitoring and reporting. The City shall not approve any General Plan amendment, zone change, tentative subdivision map or other discretionary approval for a development which could result in development above the limit. The City Council shall not materially reduce public facilities without making corresponding reductions in residential densities.
- C.9 Cooperate with other jurisdictions to ensure the timely provision of solid waste management and sewage disposal capacity.
- C.10 Manage the disposal or recycling of solid waste and sewage within the City.
- C.11 Cooperate with other cities in the region to site and operate both landfill and recycling facilities.
- C.12 Continue to phase in all practical forms of mandatory recycling, to the extent possible.

## **RESIDENTIAL**

### **A. GOALS**

- A.1 A City which provides for a variety of housing types and density ranges to meet the diverse economic and social requirements of residents, yet still ensures a cohesive urban form with careful regard for compatibility while retaining the present predominance of single family residences.



- A.2 A City with neighborhoods that have a sense of community where residents including children, the disabled and the elderly feel safe and comfortable traveling to daily destinations; where homes and trees line the streets; where central gathering places create focal points; and where recreation areas are provided for a variety of age groups.

## **B. OBJECTIVES**

- B.1 To achieve a variety of safe, attractive housing in all economic ranges throughout the City.
- B.2 To preserve the neighborhood atmosphere and identity of existing residential areas.
- B.3 To offer safe, attractive residential areas with a wide range of housing types, styles and price levels in a variety of locations.
- B.4 To ensure that new master planned communities and residential specific plans contribute to a balanced community by providing, within the development, adequate areas to meet some social/human service needs such as sites for worship, daycare, youth and senior citizen activities, etc.
- B.5 To ensure that new development is designed with the focus on residents instead of the automobile by providing: pedestrian-friendly, tree-lined streets; walkways to common destinations such as schools, parks and stores; homes that exhibit visual diversity, pedestrian-scale and prominence to the street; and recreation amenities for a variety of age groups.

## **C. IMPLEMENTING POLICIES AND ACTION PROGRAMS**

- C.1 Encourage the provision of low and moderate income dwelling units to meet the objectives of the City's Housing Element.
- C.2 Allow density increases, above the maximum residential densities permitted

by the General Plan, to enable the development of lower-income affordable housing, through the processing of a site development plan. Any site development plan application request to increase residential densities (either above the Growth Management Control Point or upper end of the residential density range(s)), for purposes of providing lower-income affordable housing, shall be evaluated relative to: (a) the proposal's compatibility with adjacent land uses; (b) the adequacy of public facilities; and (c) the project site being located in proximity to a minimum of one of the following: a freeway or major roadway, a commercial center, employment opportunities, a city park or open space, or a commuter rail or transit center.

- C.3 Consider density and development right transfers in instances where a property owner is preserving open space in excess of normal city requirements or complying with the city's Habitat Management Plan.
- C.4 Limit medium and higher density residential developments to those areas where they are compatible with the adjacent land uses, and where adequate and convenient commercial services and public support systems such as streets, parking, parks, schools and utilities are, or will be, adequate to serve them.
- C.5 Locate multi-family uses near commercial centers, employment centers, and major transportation corridors.
- C.6 Encourage cluster-type housing and other innovative housing design that provides adequate open space areas around multi-family developments, especially when located adjacent to commercial or industrial development.
- C.7 Locate higher density residential uses in close proximity to open space, community facilities, and other amenities.
- C.8 Consider high and medium high density residential areas only where existing or proposed public facilities can accommodate the increased population.





- C.9 Coordinate provision of peripheral open areas in adjoining residential developments to maximize the benefit of the open space.
- C.10 Encourage a variety of residential accommodations and amenities in commercial areas to increase the advantages of "close in" living and convenient shopping.
- C.11 Require new residential development to provide pedestrian and bicycle linkages, when feasible, which connect with nearby community centers, parks, schools, points of interest, major transportation corridors and the proposed Carlsbad Trail System.
- C.12 Require new master planned developments and residential specific plans of over 100 acres to provide usable acres to be designated for community facilities such as daycare, worship, youth and senior citizen activities. The exact amount of land will be determined by a future amendment to the Planned Community Zone.
- C.13 Introduce programs to revitalize all residential areas which are deteriorating or have a high potential of becoming deteriorated.
- C.14 Ensure that all hillside development is designed to preserve the visual quality of the pre-existing topography.
- C.15 Consider residential development, which houses employees of businesses located in the PM zone, when it can be designed to be a compatible use as an integral part of an industrial park.
- C.16 Require new subdivisions to create a unique sense of identity and community through quality architecture, street design, gathering places, recreation areas and landscaping.

## **COMMUNITY FACILITIES**

### **A. GOAL**

A City which provides land for child daycare facilities, places of worship, educational institutions or schools, and other community services facilities.

### **B. OBJECTIVE**

- B.1 Require new and, as appropriate, existing master plan developments and residential specific plan developments to provide usable acres to be designated for community facilities such as child daycare, worship, youth and senior citizen activities, educational institutions or schools, and other appropriate uses.

### **C. IMPLEMENTING POLICIES AND ACTION PROGRAMS**

- C.1 Require new and, as appropriate, existing master plan developments and residential specific plan developments to provide land for a child daycare use and other community facilities uses.
- C.2 Require that community facilities sites be reserved for a sufficient time period to allow development of surrounding residential uses which would support those community facilities uses.
- C.3 Require that community facilities sites be located within the master plan or residential specific plan to most effectively serve the residents of the master plan or residential specific plan.

## **COMMERCIAL**

### **A. GOALS**

- A.1 A City that achieves a healthy and diverse economic base by creating a climate for economic growth and stability to attract quality commercial development to serve the employment, shopping, recreation, and service needs of Carlsbad residents.
- A.2 A City that provides for the development of compatible, conveniently located Local, General, Regional, Travel/Recreation Commercial, and Office and Related Commercial uses.
- A.3 A City that promotes economic development strategies, for commercial, industrial, office and tourist-oriented land uses.



- A.4 A City that promotes recreational and tourist-oriented land uses which serve visitors, employees of the industrial and business centers, as well as residents of the city.

## **B. OBJECTIVES**

- B.1 To limit the amount of new commercial land use designations to that which provides for basic commercial service to all areas of the City without creating undue overlaps in trade areas, consistent with the prime concept and image of the community as a desirable residential, open space community.
- B.2 To ensure that all residential areas are adequately served by commercial areas in terms of daily shopping needs which include convenience goods, food, and personal services. "Adequately served" means no residential area is outside the primary trade area of a local shopping center that provides for the local daily goods and services required for local shopping centers in Table 3: Guidelines for Commercial Land Uses.
- B.3 To establish and maintain commercial development standards to address landscaping, parking, signs, and site and building design, to ensure that all existing and future commercial developments are compatible with surrounding land uses.

## **C. IMPLEMENTING POLICIES AND ACTION PROGRAMS**

- C.1 Applications for the re-designation of land to commercial land uses shall be accompanied by a conceptual development plan of the site and a market study that demonstrates the economic viability of using the land in the way being requested. Such studies shall give due consideration to existing and future sites that may compete within shared trade areas.
- C.2 Utilize the following guidelines to determine the appropriate spatial distribution of new sites for local shopping centers and to assign associated zoning. In some instances it may not be possible to implement all of these guidelines fully

and some degree of flexibility in their application may be required.

1. New master plans and residential specific plans and other large development proposals shall evaluate whether there is a need to include a local shopping center within the development, consistent with these guidelines.
2. Locate local shopping centers so that, wherever possible, they are centrally located within their primary trade areas.
3. As a convention, the primary trade areas of existing and proposed local shopping centers may be defined in terms of the time patrons typically experience traveling to the center. The range of travel times for local shopping centers is given in Table 3: Guidelines for Commercial Land Uses. Any city-wide analysis used to establish the spatial distribution of centers should consider a typical travel time, the current or built-out condition of the City and whether the travel being modeled occurs "on peak" or "off peak" travel hours, together with other factors that may be appropriate.
4. Citywide, trade areas of centers should abut one another as much as is possible, so as to result in minimal gaps and overlaps. This assures that all areas of the City will have "coverage" by a center, while reducing the propensity for over-commercialization (See Goal B.1).
5. Generally, local shopping centers should not be located directly within the residential neighborhoods they serve, but, rather, on the peripheries of the neighborhoods, along or near major streets or future extensions of major streets.
6. New sites for local shopping centers should not be located along El Camino Real, so as to minimize the commercialization of this scenic roadway.



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| <p>7. The population within the trade area at buildout should be of a size that the local shopping center would be economically viable, considering other existing and future centers.</p> <p>8. Consider intersection spacing and other circulation criteria to assure safe, and functional access to the local shopping center. Good locations will be readily accessed from principal travel routes and have several entrances. (Sites located along primary arterials may have difficulty meeting this guideline.)</p> | <p>with numerous curb cuts, inappropriate intersection spacing, disharmonious architectural styles, and a proliferation of signs) on discrete stand-alone commercial lots which are not part of a local or regional shopping center or meet the size requirements of a local or regional shopping center.</p> |
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| <p>C.3 Build, and operate local shopping centers in such a way as to complement but not conflict with adjoining residential areas. This shall be accomplished by:</p> <ol style="list-style-type: none"> <li>1. Controlling lights, signage, and hours of operation to avoid adversely impacting surrounding uses.</li> <li>2. Requiring adequate landscaped buffers between commercial and residential uses.</li> <li>3. Providing bicycle and pedestrian links between proposed local commercial centers and surrounding residential uses.</li> </ol> <p>C.4 Comprehensively design all commercial development to address common ingress and egress, adequate off-street parking and loading facilities. Each commercial site should be easily accessible by pedestrians, bicyclists, and automobiles to nearby residential development.</p> <p>C.5 In addition to local and regional shopping centers, provide a greater mix of general commercial services to the community in convenient locations for residents. This may be accomplished through 1) the development of stand-alone general commercial uses, or 2) the development of two or more general commercial uses on the same site; provided that the commercial development is architecturally unified and avoids the creation of "strip commercial development" (i.e. long corridors of retail/service establishments</p> | <p>C.6 Ensure that commercial architecture emphasizes establishing community identity while presenting tasteful, dignified and visually appealing designs compatible with their surroundings.</p> <p>C.7 When "community" tenants (see Table 3, earlier) are included in a local shopping center, they must be fully integrated into the overall function and design of the center, including the architecture, internal circulation and landscaping. The inclusion of such tenants should complement, not supplant the principal function of the center, which is to provide local goods and services.</p> <ol style="list-style-type: none"> <li>1. No community "anchor" tenant may be built as a stand-alone building. It must share (or appear to share) walls and its building facade with other tenants in the center.</li> <li>2. Neither community "anchor" tenants nor secondary tenants may feature corporate architecture or logos (excluding signs).</li> </ol> <p>C.8 Ensure that all commercial development provides a variety of courtyards and pedestrian ways, bicycle trails, landscaped parking lots, and the use of harmonious architecture in the construction of buildings.</p> <p>C.9 Permit the phasing of commercial projects to allow initial development and expansion in response to demographic and economic changes. Site designs should illustrate the ultimate development of the property and/or demonstrate their ability to coordinate and integrate with surrounding development.</p> <p>C.10 Outdoor storage of goods and products in local shopping centers is not allowed.</p> |
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Temporary exceptions may be allowed for display and sale of traditional, seasonal items such as Christmas trees, pumpkins, and similar merchandise. In these exceptions, both adequate parking and safe internal circulation (vehicle, pedestrian, and bicycle) is to be maintained.

- C.11 Encourage commercial recreation or tourist destination facilities, as long as they protect the residential character of the community and the opportunity of local residents to enjoy (in a safe, attractive and convenient manner) the continued use of the beach, local transportation, and parking facilities.
- C.12 Orient travel/recreation commercial areas along the I-5 corridor, in the Village, or near resort/recreation areas.
- C.13 Revise Section 21.29.030 of the Zoning Ordinance (Commercial Tourist Zone, Permitted Uses and Structures) to more accurately reflect the intent of the Travel/Recreation Commercial general plan designation to serve the traveling public, visitors to the city, as well as employees of business and industrial centers.
- C.14 Review parking requirements for commercial areas on a periodic basis to ensure adequate parking and to address identified parking problems.
- C.15 Strip commercial development (i.e. long corridors of retail/service establishments with numerous curb cuts, inappropriate intersection spacing, disharmonious architectural styles, and a proliferation of signs) shall be discouraged in all areas of the City other than the Village.
- C.16 Amend Municipal Code Title 21 (zoning regulations) to create a new zoning district appropriate for the Local Shopping Center land use class. The new zone should establish allowed land uses, development standards, together with design guidelines to assure that shopping centers meet the objectives and policies set out herein. Create a new "planned shopping center" permit that will apply to all new shopping

centers and major remodels of existing shopping centers, with the City Council as the decision-maker.

- C.17 Require that the Qualified Development-Overlay Zone be placed on all general commercial land use designations and that a Site Development Plan shall be required for the development of a general commercial site.

## VILLAGE

### A. GOALS

- A.1 A City which preserves, enhances, and maintains the Village as a place for living, working, shopping, recreation, civic and cultural functions while retaining the village atmosphere and pedestrian scale.
- A.2 A City which creates a distinct identity for the Village by encouraging activities that traditionally locate in a pedestrian-oriented downtown area, including offices, restaurants, and specialty retail shops.
- A.3 A City which encourages new economic development in the Village and near transportation corridors to attract additional tourist-oriented uses and to also retain and increase resident-serving uses.
- A.4 A City that encourages a variety of complementary uses such as a combination of residential and commercial uses to generate pedestrian activity and create a lively, interesting social environment and a profitable business setting.

### B. OBJECTIVE

To implement the Carlsbad Village Master Plan, a comprehensive plan to address the unique residential and commercial needs of this segment of the community.

### C. IMPLEMENTING POLICIES AND ACTION PROGRAMS

- C.1 Provide a variety of commercial and tourist recreational activities in the Village,



especially close to the beach, in connection with special entertainment facilities, restaurants and other uses which will foster the community concept.

- C.2 Attempt to acquire additional parking areas in the Village and beach area.
- C.3 Seek ways of strengthening existing establishments through facade and streetscape improvements, upgraded public and private landscaping and aesthetically-upgraded signage.
- C.4 Promote inclusion of housing opportunities in the Village as part of a mixed-use concept.

## **INDUSTRIAL**

### **A. GOAL**

A City which develops an industrial base of light, pollution-free industries of such magnitude as will provide a reasonable tax base and a balance of opportunities for employment of local residents.

### **B. OBJECTIVES**

- B.1 To provide industrial lands which can accommodate a wide range of industrial uses, including those of relatively high intensity, while minimizing negative impacts to surrounding land uses.
- B.2 To provide and protect industrial lands for the development of communities of high technology, research and development industries and related uses set in campus or park-like settings.
- B.3 To provide and protect industrial lands which can accommodate a wide range of moderate to low intensity industrial uses capable of being located adjacent to residential areas with minimal buffering and attenuation measures.
- B.4 To concentrate new industrial uses within the present boundaries of the industrial corridor as shown on the Land Use Plan.

B.5 To encourage planned industrial parks as the preferred method of accommodating industrial uses.

B.6 To ensure that planned industrial parks serve the commercial needs of employees by providing commercial development sites within each park.

### **C. IMPLEMENTING POLICIES AND ACTION PROGRAMS**

- C.1 Limit the amount of new industrial land uses to those which can feasibly be supported by desirable environmental quality standards and the current growth rate of the trade area and the City. Protect these areas from encroachment by incompatible land uses.
- C.2 Limit general industrial development within the community to those areas and uses with adequate transportation access. These areas should be appropriate to and compatible with surrounding land uses including the residential community.
- C.3 Provide for industrial sites that are large enough and level enough to permit ample space to meet on-site development standards as well as areas for expansion.
- C.4 Concentrate more intense industrial uses in those areas least desirable for residential development -- in the general area of the flight path corridor of McClellan-Palomar Airport.
- C.5 Protect the integrity and promote the identity of industrial districts by bounding them by significant physical features such as primary streets, streams and railroads.
- C.6 Ensure that the physical development of industrial areas recognizes the need for compatibility among the industrial establishments involved and does not permit incompatible uses.
- C.7 Recognize that the existing boundaries of the industrial corridor along Palomar Airport Road reflect the impact of the present size and operation of the airport especially as it relates to residential type





uses. Therefore, no expansion of the boundaries of the airport should be considered, without authorization by a majority of the Carlsbad electorate as required by Carlsbad Municipal Code Section 21.53.015.

- C.8 Require new industrial specific plans to provide, within the proposed development, a commercial site designed to serve the commercial needs of the occupants of the business park. Such a site should be located generally at the intersection of prime, major or secondary arterials in consolidated centers. At least one corner of one such intersection must be developed as commercial unless the applicant can show why another nearby site is better.
- C.9 Include provisions in the Planned Industrial (P-M) zone for ancillary commercial/retail, office, places of worship, recreational, and other service uses. These include, but are not limited to, commercial/retail services which are accessory to the primary use, conference facilities, churches, daycare centers, recreation facilities, educational facilities, and short-term lodging.
- C.10 Require new industrial development to be located in modern, attractive, well-designed and landscaped industrial parks in which each site adequately provides for internal traffic, parking, loading, storage, and other operational needs.
- C.11 Regulate industrial land uses on the basis of performance standards, including, but not limited to, noise, emissions, and traffic.
- C.12 Control nuisance factors (noise, smoke, dust, odor and glare) and do not permit them to exceed city, state and federal standards.
- C.13 Require private industrial developers to provide for the recreational needs of employees working in the industrial area.
- C.14 Screen all storage, assembly, and equipment areas completely from view. Mechanical equipment, vents, stacks, apparatus, antennae and other appurtenant items should be incorporated

into the total design of structures in a visually attractive manner or should be entirely enclosed and screened from view.

- C.15 Analyze the feasibility of zone changes to redesignate the Commercial Manufacturing Zone and the Manufacturing Zone as Planned Industrial Zones.

## **AGRICULTURE**

### **A. GOALS**

- A.1 A City which prevents the premature elimination of agricultural land and preserves said lands wherever possible.
- A.2 A City which supports agriculture while planning for possible transition to urban uses.

### **B. OBJECTIVES**

- B.1 To permit agricultural land uses throughout the City.
- B.2 To conserve the largest possible amount of undeveloped land suitable for agricultural purposes, through the willing compliance of affected parties.
- B.3 To develop measures to ensure the compatibility of agricultural production and adjacent land uses.

### **C. IMPLEMENTING POLICIES AND ACTION PROGRAMS**

- C.1 Support and utilize all measures available, including the Williamson Act, to reduce the financial burdens on agricultural land, not only to prevent premature development, but also to encourage its continued use for agricultural purposes.
- C.2 Participate with neighboring cities and communities in projects leading to preservation of agricultural resources and other types of open space along mutual sphere of influence boundaries.
- C.3 The City shall utilize all existing programs and land use protections and explore possible new grant programs and other



outside financial assistance to keep the existing Flower Fields in permanent farming and flower production.

- C.4 Attempt to preserve the flower fields or lands east of I-5 to the first ridgeline between Cannon Road and Palomar Airport Road, through whatever method created and most advantageous to the City of Carlsbad.
- C.5 Buffer agriculture from more intensive urban land uses with mutually compatible intermediate land uses.
- C.6 Encourage soil and water conservation techniques in agricultural activities.

## **ENVIRONMENTAL**

### **A. GOAL**

A City which protects and conserves natural resources, fragile ecological areas, unique natural assets and historically significant features of the community.

### **B. OBJECTIVE**

To establish the preservation of the natural habitat of the rivers, riverbanks, streams, bays, lagoons, estuaries, marshes, beaches, lakes, shorelines and canyons and other areas containing rare and unique biological resources as a high priority.

### **C. IMPLEMENTING POLICIES AND ACTION PROGRAMS**

- C.1 Preserve Buena Vista Lagoon and Batiquitos Lagoon as visual resources and wildlife preserves.
- C.2 Ensure that slope disturbance does not result in substantial damage or alteration to major significant wildlife habitat or significant native vegetation areas unless they present a fire hazard as determined by the Fire Marshal.
- C.3 Ensure that grading for building pads and roadways is accomplished in a manner that maintains the appearance of natural hillsides.

- C.4 Relate the density and intensity of development on hillsides to the slope of the land to preserve the integrity of hillsides.
- C.5 Limit future development adjacent to the lagoons and beach in such a manner so as to provide to the greatest extent feasible the physical and visual accessibility to these resources for public use and enjoyment.
- C.6 Ensure the preservation and maintenance of the unique environmental resources of the Agua Hedionda Lagoon while providing for a balance of public and private land uses through implementation of the Agua Hedionda Land Use Plan.
- C.7 Require comprehensive environmental review in accordance with the California Environmental Quality Act (CEQA) for all projects that have the potential to impact natural resources or environmental features.
- C.8 Require that the construction of all projects be monitored to ensure that environmental conditions and mitigating measures are fully implemented and are successful.
- C.9 Implement to the greatest extent feasible the natural resource protection policies of the Local Coastal Program.
- C.10 Utilize the goals, objectives and implementing policies of the Open Space Element regarding environmental resources that should be protected as open space.
- C.11 Participate in programs that restore and enhance the City's degraded natural resources.
- C.12 Implement the Batiquitos Lagoon Enhancement Plan.
- C.13 Implement the Habitat Management Plan in order to protect rare and unique biological resources with the city so as to preserve wildlife habitats.



## **TRANSPORTATION CORRIDOR**

### **A. GOAL**

A City which supports the improvement and modernization of railroad facilities within Carlsbad and the region.

### **B. OBJECTIVES**

- B.1 To support the installation and operation of a commuter rail system in Carlsbad.
- B.2 To encourage the use of the excess railroad right-of-way for landscaping, parking facilities, recreation areas, trails and similar uses.

### **C. IMPLEMENTING POLICY AND ACTION PROGRAM**

Adopt a comprehensive plan addressing the design and location of future commuter rail stations as well as methods of improving the appearance and public use of the railroad right-of-way.

## **SPECIAL PLANNING CONSIDERATIONS--AIRPORT**

### **A. GOAL**

A City which maintains land use compatibility between McClellan-Palomar Airport and surrounding land uses.

### **B. OBJECTIVES**

- B.1 To encourage the continued operation of McClellan-Palomar Airport as a general aviation airport.
- B.2 To prohibit the expansion of McClellan-Palomar Airport unless approved by a majority vote of the Carlsbad electorate. (Section 21.53.015, Carlsbad Municipal Code.)

### **C. IMPLEMENTING POLICIES AND ACTION PROGRAMS**

- C.1 Require new development located in the Airport Influence Area (AIA) to comply with

applicable land use compatibility provisions of the McClellan-Palomar Airport Land Use Compatibility Plan through review and approval of a site development plan, planned industrial permit, or other development permit. Unless otherwise approved by City Council, development proposals must be found by the local decision-making body to be consistent or conditionally consistent with applicable land use compatibility policies with respect to noise, safety, airspace protection, and overflight notification, as contained in the McClellan-Palomar Airport Land Use Compatibility Plan. Additionally, development proposals must meet FAA requirements with respect to building height as well as the provision of obstruction lighting when appurtenances are permitted to penetrate the transitional surface (a 7:1 slope from the runway primary surface). Consider San Diego County Airport Land Use Commission recommendations in the review of development proposals.

- C.2 Coordinate with the San Diego County Airport Land Use Commission and the Federal Aviation Administration to protect public health, safety and welfare by ensuring the orderly operation of the Airport and the adoption of land use measures that minimize the public's exposure to excessive noise and safety hazards within areas around the airport.

## **SPECIAL PLANNING CONSIDERATIONS--REGIONAL ISSUES**

### **A. GOAL**

A City which participates with other cities in the County, through the San Diego Association of Governments, in working towards the solution of regional issues.

### **B. OBJECTIVE**

To participate with other cities in the County in developing a Regional Growth Management Strategy.



## **C. IMPLEMENTING POLICY AND ACTION PROGRAM**

Implement the policies of the Regional Growth Management Strategy when the program is adopted by the City.

### **SPECIAL PLANNING CONSIDERATIONS – THE CANNON ROAD OPEN SPACE, FARMING AND PUBLIC USE CORRIDOR**

#### **A. GOAL**

Create a unique, community-oriented open space area along the Cannon Road corridor located immediately to the east of the Interstate 5 freeway including the existing Flower Fields and Strawberry Fields.

#### **B. OBJECTIVES**

- B.1 To ensure that this area is permanently protected and preserved for open space uses.
- B.2 To enhance the protection of the existing Flower Fields.
- B.3 To allow the farming operations in the area such as the existing Strawberry Fields and flower growing areas to continue.
- B.4 To provide for the protection and preservation of environmental resources in the area in coordination with landowners.
- B.5 To increase public access and use to the area primarily through the incorporation of compatible public trails and active and passive recreation.

## **C. IMPLEMENTING POLICIES AND ACTION PROGRAMS**

- C.1 Protect and preserve this area as an open space corridor. Permit only open space, farming and compatible public uses in the area. Permitted uses shall be as follows:
  - (1) Open Space

- (2) Farming and other related agricultural support uses including flower and strawberry production
- (3) Public trails
- (4) Active and Passive park, recreation and similar public and private use facilities (except on the existing Flower Fields)
- (5) Electrical Transmission Facilities

- C.2 Prohibit residential development in the area.
- C.3 Prohibit commercial and industrial-type uses in the area other than those normally associated with farming operations and open space uses.
- C.4 Enhance public access and public use in the area by allowing compatible public trails, community gathering spaces and public and private, active and passive park and recreation uses.
- C.5 Allow farming to continue in the area for as long as economically viable for the landowner.
- C.6 Utilize all existing programs and land use protections and explore possible new mechanisms to keep the existing Flower Fields in production.
- C.7 If determined to be necessary, the City shall amend the Zoning Ordinance and adopt a Cannon Road Open Space, Farming and Public Use Corridor Overlay Zone to apply to the area that would provide more detail on permitted uses and land use regulations applicable to the area.
- C.8 The City shall initiate a public planning process with broad public participation to fully accomplish implementation of the goals, objectives and action programs listed above.



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## IV. GLOSSARY

AGUA HEDIONDA LAND USE PLAN

The Local Coastal Plan for the area surrounding Agua Hedionda Lagoon.

BEACH AREA OVERLAY

Special zoning regulations affecting parking, height and processing requirements for residentially zoned property in the area bounded by the Pacific Ocean, the AT&SF Railroad, Buena Vista Lagoon and Agua Hedionda Lagoon.

CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

Requires the assessment of projects for environmental effects, establishes procedures for preparing and processing environmental documents and includes requirements for the monitoring of environmental mitigation conditions placed on a project.

CAPITAL IMPROVEMENT PROGRAM (PLAN) (CIP)

A city's governmental budget that programs public facilities to fit its fiscal capability some years into the future. Capital improvement programs are usually projected five years in advance and should be updated annually, so as to provide a link to the annual budgeting process.

CEQA

See California Environmental Quality Act.

CIP

See Capital Improvement Program.

CITYWIDE FACILITIES AND IMPROVEMENTS PLAN

A plan which identifies the public facilities which will be needed when the City is completely developed.

CLUSTERING/CLUSTER-TYPE HOUSING

Development patterns in which the uses are grouped or "clustered" through a density transfer, rather than spread evenly throughout a parcel as in conventional lot-by-lot development. A zoning ordinance may authorize such development by permitting smaller lot sizes if a specified portion of the land is kept in permanent open space either through public dedication or through creation of a homeowners association.

CONDITIONAL USE PERMIT (CUP)

A use that may locate in certain zones provided it will not be detrimental to the public health, safety, and welfare and will not impair the integrity and character of the zone. The Planning Commission approves subject to conditions and each application is considered on its own merits.





DEFENSIBLE SPACE	Concept of urban space designed to inhibit crime by utilizing the proprietary concerns of residents. Key ingredients in designing defensible space include: improving the natural capability of residents to visually survey the public areas of their residential environment; enhancing spheres of territorial influence within which residents can easily adopt proprietary attitude; and, enhancing safety through the strategic geographic locations of intensively used community facilities.
DENSITY BONUS	A density increase granted pursuant to Sections 65915 through 65917 of the California Government Code, which is over the maximum allowable residential density of the applicable residential land use designation.
ENVIRONMENTALLY SENSITIVE LANDS	Open space lands which are constrained or prohibited from development including beaches, lagoons, wetlands, other permanent water bodies, riparian habitats and steep slopes.
GMP	See Growth Management Plan.
GROWTH MANAGEMENT PROGRAM/PLAN (GMP)	A comprehensive approach to land use planning now and in the future. It links residential, commercial and industrial development directly to the availability of public services and facilities. It sets limits on the total number of housing units to be built and increases the total amount of open space to be preserved in the City.
GROWTH MANAGEMENT ZONE	A geographically-defined area in the City, the boundaries of which were based upon logical facilities and improvements planning relationships. Under the City's Growth Management Plan, there are 25 zones and a plan for facilities and improvements is required for each zone before development can occur.
HABITAT MANAGEMENT PLAN	A comprehensive, citywide program which identifies how the city can preserve the diversity of natural habitats and protect rare and unique biological resources.
LCP	See Local Coastal Program.
LFMP	See Local Facilities Management Plan.
LOCAL COASTAL PROGRAM (PLAN) (LCP)	A specifically prepared land use plan for the portion of the City located within the Coastal boundaries as defined by the State Coastal Act. The plan must address the protection of coastal resources and public access to the coastline.



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LOCAL FACILITIES MANAGEMENT PLAN (LFMP)	Shows how and when the following facilities and improvements necessary to accommodate development within the zone will be installed or financed: city administrative facilities, library, wastewater treatment, parks, drainage, circulation, fire facilities, open space, schools, sewer facilities and water facilities.
MASTER PLAN	A plan that supplements and provides more detail to the General Plan and the Land Use Element as it applies to a large piece of land in the City.
MULTI-FAMILY	A residential structure or building that contains more than one dwelling unit or home.
PD	See Planned Development.
PLANNED DEVELOPMENT (PD)	A contained development, often with a mixture of housing types and densities, in which the subdivision and zoning controls are applied to the project as a whole rather than to individual lots as in most subdivisions. Therefore, densities are calculated for the entire development, usually permitting a trade-off between clustering of houses and provision of common open space.
PUBLIC FACILITIES	Uses or structures that provide services to the public such as a library, city hall, fire station, police station, park, traffic signal or major street.
REDEVELOPMENT	An area of the City which is officially designated for rehabilitation or redevelopment because some or all of the buildings are old and often substandard.
RIGHT-OF-WAY	The area of land which has been dedicated for public use for transportation purposes (i.e., a street, freeway or railroad).
SANDAG	See San Diego Association of Governments.
SAN DIEGO ASSOCIATION OF GOVERNMENTS (SANDAG)	The regional planning agency for the San Diego Region of which Carlsbad is a member agency.
SDP	See Site Development Plan.
SITE DEVELOPMENT PLAN (SDP)	A plan showing uses and structures proposed for a parcel of land.

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SPECIFIC PLAN	Similar to a master plan. A plan adopted by the City to implement its General Plan for designated areas. It contains the locations and standards for land use densities, streets, and other public facilities in greater detail than the General Plan and the Land Use Plan.
STRIP COMMERCIAL	Long corridors of retail/service establishments with numerous curb cuts, inappropriate intersection spacing, disharmonious architectural styles, and a proliferation of signs.
TENTATIVE SUBDIVISION MAP	A proposal to subdivide land into five or more lots or units. A final map which conforms to the tentative map completes the subdivision process.
UNACCEPTABLE RISK	Level of risk above which specific action by government is deemed to be necessary to protect life and property.
VARIANCE	A device which grants a property owner relief from certain provisions of a zoning ordinance when because of the particular physical surroundings, shape, or topographical condition of the property, compliance would result in a particular hardship upon the owner, as distinguished from a mere inconvenience or a desire to enhance an investment. A variance may be granted, for example, to reduce yard or setback requirements, or the number of parking or loading spaces. Authority to decide variances is usually vested in the Planning Commission.